west florissant avenue

GREAT STREETS MASTER PLAN
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Executive Summary
This document summarizes the recommendations of the West Florissant Great Streets demonstration project sponsored by East-West Gateway Council of Governments, the Cities of Dellwood and Ferguson, and St. Louis County. The planning process commenced in November 2013 and concluded June 30, 2014.

West Florissant Avenue, in North St. Louis County, has long been a street that serves motorized vehicles well. In recent years there has been increasing need to do more than that – local communities along this corridor need also to be able to walk, bus, and bike, and many see the corridor as their only central place for shopping, meeting neighbors, and economic development.

The project aimed to re-imagine West Florissant Avenue to help improve economic conditions, create an attractive sense of place, and help vehicles, bicyclists and people move safely through the corridor.

The project proposes a wide range of improvements to the avenue between the Buzz Westfall Plaza Shopping Center to the south and Interstate 270 to the north.

The project embraced as its guide and sought to achieve in full the eight principles of the St. Louis Great Streets Initiative, which include:

1. Great Streets are great places
2. Great Streets integrate land use and transportation planning
3. Great Streets accommodate all users and all modes
4. Great Streets are economically vibrant
5. Great Streets are environmentally responsible
6. Great Streets rely on current thinking
7. Great Streets are measurable
8. Great Streets develop collaboratively
OVERALL CORRIDOR GOALS

The plan vision forms the basis for corridor-wide goals and strategies. The corridor goals are more specific outcomes desired for the future, and the strategies are general approaches used to achieve the goals and vision.

A VISION FOR WEST FLORISSANT AVENUE...

West Florissant Avenue connects neighborhoods, institutions, parks and town center areas with safe and attractive linkages for pedestrians, cyclists, vehicles and transit.

The design of the street brings a cohesive image and identity to Dellwood and Ferguson. Civic places and walkable areas define the heart of the community.

This Great Street offers a healthy lifestyle not solely dependent on cars and benefits from rich sustainable landscapes and natural features. The street’s future development is the reflection of strong collaboration among Dellwood, Ferguson, and St. Louis County.
## EXECUTIVE SUMMARY

### CORRIDOR STRATEGIES

<table>
<thead>
<tr>
<th>A1. Maximize the efficient use of space along the corridor to accommodate all users and mode shifts</th>
<th>A4. Employ access management to improve congestion and create continuity in walking</th>
</tr>
</thead>
<tbody>
<tr>
<td>A2. Include practical and amenable pedestrian facilities (particularly at crossings)</td>
<td>A5. Enhance personal safety by creating a more vibrant and welcoming urban setting</td>
</tr>
<tr>
<td>A3. Enhance green links like Maline and Hudson Creeks</td>
<td></td>
</tr>
<tr>
<td>B1. Target public investment where it is most catalytic</td>
<td>B4. Encourage redevelopment of aging / obsolete properties / land uses</td>
</tr>
<tr>
<td>B2. Invest in the public realm to improve the image and marketability of West Florissant Avenue</td>
<td>B5. Seek institutional, corporate, and foundation partners to advance joint goals</td>
</tr>
<tr>
<td>B3. Capitalize on investments in transit to improve access to jobs and services and attract new business</td>
<td>B6. Bolster property values through smart investment</td>
</tr>
<tr>
<td>C1. Develop town center meeting places at the heart of the pedestrian and shopping activity</td>
<td></td>
</tr>
<tr>
<td>C2. Create and enhance civic places, green spaces, and the activities that enliven them</td>
<td></td>
</tr>
<tr>
<td>C3. Improve access to corridor destinations from surrounding neighborhoods</td>
<td></td>
</tr>
<tr>
<td>D1. Reduce paved areas and visible parking in targeted areas</td>
<td>D4. Design branded elements like streetscape amenities and gateways that define the corridor</td>
</tr>
<tr>
<td>D2. Beautify through green infrastructure, natural spaces and green linkages</td>
<td>D5. Provide guidance for more attractive development, including building siting, signage and façade design</td>
</tr>
<tr>
<td>D3. Encourage complimentary land uses</td>
<td></td>
</tr>
<tr>
<td>E1. Encourage a more walkable and transit-based community that helps lower exhaust emissions and enhance public health</td>
<td>E4. Reduce paved areas to reduce heat island effect</td>
</tr>
<tr>
<td>E2. Collect and treat stormwater to reduce pollution entering streams</td>
<td>E5. Look for opportunities to reduce light and noise pollution</td>
</tr>
<tr>
<td>E3. Use trees and vegetation to create a more attractive place to live</td>
<td>E6. Provide guidance and clarify roles for effective maintenance</td>
</tr>
<tr>
<td></td>
<td>E7. Reduce load on utility, electrical, stormwater infrastructure and reduce maintenance.</td>
</tr>
</tbody>
</table>

### A1. Maximize the efficient use of space along the corridor to accommodate all users and mode shifts

- Include practical and amenable pedestrian facilities (particularly at crossings)
- Enhance green links like Maline and Hudson Creeks

### B1. Target public investment where it is most catalytic

- Invest in the public realm to improve the image and marketability of West Florissant Avenue
- Capitalize on investments in transit to improve access to jobs and services and attract new business

### C1. Develop town center meeting places at the heart of the pedestrian and shopping activity

### D1. Reduce paved areas and visible parking in targeted areas

- Beautify through green infrastructure, natural spaces and green linkages
- Encourage complimentary land uses

### E1. Encourage a more walkable and transit-based community that helps lower exhaust emissions and enhance public health

- Collect and treat stormwater to reduce pollution entering streams
- Use trees and vegetation to create a more attractive place to live

### E4. Reduce paved areas to reduce heat island effect

### E5. Look for opportunities to reduce light and noise pollution

### E6. Provide guidance and clarify roles for effective maintenance

### E7. Reduce load on utility, electrical, stormwater infrastructure and reduce maintenance.
PROCESS FOR EVALUATING ALTERNATIVES

In order to arrive at a final concept, a process of reviewing and refining ideas must take place with the public and key stakeholders. This process of reviewing and redrafting concepts is called alternatives analysis, and immediately preceded the development of the Master Plan. The consultant team spent several weeks evaluating a vision statement, goals and concepts that met the expectations of the community for the West Florissant Avenue project. Specifically, the analysis included evaluation of five concept categories:

- Overall Vision, Goals and Strategies
- Specific corridor segment visions and strategies addressing land use, identity and image, as well as mobility and access
- Toolbox of techniques to apply in the corridor redesign, encompassing multi-modal transportation, green spaces, lighting, sustainability, infrastructure and utilities, parking, zoning, and placemaking.
- Specific economic development concepts for two key segments
- Bus Rapid Transit (BRT) access scenarios

The team led a process that included three Community Advisory Committee meetings as well as two rounds of public workshops that helped to set priorities that defined a vision, goals and strategies, and that in later meetings helped vet specific design proposals. Electronic polling was used to approve the vision, goals, and toolbox of design proposals, and again to vote on specific design alternatives (see appendix for full results). Working sessions with the Technical Advisory Committee were also held, and open houses with merchants and property owners opened up discussions about the concepts. The team also presented scenarios that would improve access from the corridor to the Bus Rapid Transit (BRT) system that Metro is planning for the corridor.

In all public meetings, there was very strong consensus on both broad and specific proposals. The Vision Framework, presented in Chapter Four, divides the corridor into five separate segments for further study and design recommendations. Each corridor segment was presented separately with its own vision statement and strategies. Key proposals dealing with future land use were approved and helped set the framework for concept design.

Specifically, the team identified that segments 3 and 5 were ripe for major redevelopment, and which were the subject of further concept development as described below under section 3.2.4, Economic Development Concepts. It was agreed that the remaining three segments (1, 2 and 4) would retain their basic existing character. Segment 1 (North Gateway) has been recently redeveloped as a regional retail center and is likely to hold that course for the foreseeable future. Segments 2 (Green Boulevard) and 4 (Residential Avenue) are largely residential or institutional and participants agreed their character should remain more passive and green. Additional segment strategies for mobility and identity-image were also approved through the CAC and public meetings, and were therefore used to structure the recommendations in the Master Plan.
NORTH GATEWAY, CORRIDOR SEGMENT 1

The North Gateway, which runs from the I-270 interchange in the north to just south of Keelen Avenue, is a major economic development hub. It includes highway-serving big-box retail, including a successful Wal-Mart. A new transit center, planned for the northeast corner of the North Gateway, will be a major new regional hub. Few significant land use changes are expected in this segment.

North Gateway Vision: A regional retail center that draws customers to West Florissant Avenue from surrounding communities

A dedicated multi-use path on the east side and widened west sidewalk significantly improves non-motorized access. A new green median is used in the center turn lane, while still providing a high-quality pedestrian refuge. A green buffer helps protect pedestrians and cyclists from traffic along both sides of the street. In the long term, evolving standards, maintenance capabilities, and technologies may allow the addition of more trees and wider buffers, although this will strictly depend on leadership and collaboration from the cities of Ferguson and Dellwood, and on the outcomes of MoDOT’s study of the I-270 interchange and Metro’s design of Bus Rapid Transit on the corridor.

Segment 1 hard and soft costs: $7.8 million
GREEN BOULEVARD, CORRIDOR SEGMENT 2

Greenery, a creek crossing, and large front lawns are the most attractive and recognizable features of Corridor Segment 2, the Green Boulevard, which stretches from just south of Keelen Avenue to Stein Ave. Views down the avenue here from the hilltops are quite beautiful, and leave a lasting impression about the community and its heritage.

This segment is bisected by the Hudson Creek riparian corridor, an underutilized natural resource that could connect Bon Oak Park to the north and Hudson Park to the south.

Green Boulevard Vision: The Green Boulevard segment is envisioned as an attractive green roadway connecting neighborhood institutions and parks.

West Florissant Avenue can serve as a major green nexus for the neighborhood, rather than simply a wide road for cars. If a greenway along Hudson Creek were developed, running west to Hudson Park, this would create a greenway connector of neighborhood open spaces. Zoning and land use regulations should reinforce the green community character of the Green Boulevard, limit commercial development, and redirect retail to existing nodes.

Segment 2 hard and soft costs: $7.2 million
DELLWOOD TOWN CENTER, CORRIDOR SEGMENT 3

The intersection of West Florissant Avenue at Chambers Road, in Dellwood, is an important central site that has regional access and convenient connections to downtown Ferguson. Dellwood City Hall, Dellwood Park and the Recreation Center are major civic assets in this area, and Dellwood Crossing is one of the most successful retail centers along the corridor. However, older retail is struggling and Springwood Plaza has been vacant and unproductive for several years. Small, shallow commercial parcels are conducive to redevelopment on a small scale, and are therefore friendly to local developers, rather than larger traditional developers.

Dellwood Town Center Vision: A walkable and friendly town center that is the heart of Dellwood

Major streetscape improvements will enhance attractiveness of this segment, help establish it as the heart of the City of Dellwood, and greatly improve access to this hub through transit, biking and walking. Building on the Bus Rapid Transit station that is proposed for Chambers Road, the intersection can attract development to create a transit-oriented urban center that has a distinct local identity.

Segment 3 hard and soft costs: $13.6 million
RESIDENTIAL AVENUE, CORRIDOR SEGMENT 4

Corridor Segment 4, which ranges from west of Highmont to Maline Creek, has a purely residential character. This has a major impact on the design of the roadway, which shrinks in size to four lanes with wide green buffers and sidewalks under the shade of trees. The multi-use path becomes a major neighborhood amenity for the residents along this stretch.

Residential Avenue Vision: A verdant residential corridor that will be enhanced by natural areas and Maline Creek

Although already an attractive stretch of road, the corridor will become even greener and, with a center planted median, significantly more scenic. The Residential Avenue segment should support and complement the quiet residential neighborhood through which it passes, and design should help minimize the impact of noise and lights and maximize aesthetics. Here, West Florissant should be designed as a calm residential street that is safe and pleasant to live along. The overall green character of this neighborhood will be reinforced through the addition of stormwater plantings, a green median, street trees, and a multi-use pathway.

Segment 4 hard and soft costs: $5.9 million
SOUTH GATEWAY, CORRIDOR SEGMENT 5

The South Gateway, which ranges from Maline Creek to the southern border of the project study area at the rail line south of Ferguson, is strip commercial most of the way. Considerable opportunity for continued economic development exists in this area, which is well-suited to redevelopment because of its large and deep parcels.

South Gateway Vision: A neighborhood node that will be distinguished by sustainable practices that promote a healthy creek environment and high quality of life for residents and visitors.

New retail and office uses can define a street wall and create a vibrant place with active street life. Maline Creek can be a wonderful setting for gracious and carefully-designed apartments and townhouses. This housing could be integrated into and themed to the Maline Creek Greenway, which would be attractive to potential residents buying or renting in either the mixed-income and senior housing market, which have both been identified as a niche opportunity in the study area.

Segment 5 hard and soft costs: $8.9 million

Existing condition

Near-term goal

Long-term vision

Location

Plan view of near-term goal
EXECUTIVE SUMMARY

IMPLEMENTATION

The implementation chapter of the Master Plan defines the “how-to” steps for phasing the public investments that will in turn leverage catalytic private developments in the corridor. This phasing framework creates a solid foundation from which to base logical decisions and to allocate limited resources.

To achieve the overall vision and goals, it is important to stress that:

- Land use vision sets the goal. It is the land use plan that most clearly paints the picture of what residents, businesses, and owners say they want for the future of their community.
- The transportation system, utilities, and environmental measures are tools by which we design to help achieve and serve that vision.
- Zoning is an instrument over which Dellwood and Ferguson have immediate control and one of the highest priorities will be to make necessary adjustments.
- The economic development strategy gives the vision long term viability and is primary to project success.
- Funding and financing recommendations are essential to implementation in both the short and long terms.
- Implementation of the Master Plan will require many years of dedicated effort by the two cities in partnership with St. Louis County. Creation of a quasi-independent implementing agent (e.g. a redevelopment corporation or business improvement district) is crucial to success.

A key finding of the market analysis was that there are already more retail spaces (and probably more retail businesses) along the corridor than the population can support. While retail redevelopment is a key strategy used in the Master Plan, it should be clear that this is “replacement retail,” not new retail, so the intent is to upgrade and rebuild two key focus retail areas, Segments 3 and 5, and consolidate the existing corridor retail in those locations. For the strategy to work, retail should be discouraged from locating in other zones. This means that Ferguson and Dellwood should be vigilant that zoning and permitting in other zones (Segment 2 is a good example), does not allow additional commercial development.

PHASING

Project construction should start at the south end, where there is high potential for redevelopment projects such as new housing, retail and mixed use projects. Thus investing public funds in this zone first follows a strategy that looks to catalyze private investment as soon as possible. Maline Creek is also planned to be reconstructed, so developers will be attracted to the critical mass of activity which will result in an appealing place for housing to be developed. Putting the South Gateway into construction in the first phase will also help create a rationale for the street design and use of medians and access management, simply because these street treatments are already in place immediately to the south, at Buzz-Westfall Plaza. The I-270 interchange project may also affect future strategizing about phasing and timing.

MAINTENANCE

How a higher level of maintenance is to be provided is a critical question, since the County is not in a position to do extra maintenance of horticulture, pedestrian lighting, or the multi-use path, to name three examples. Through mechanisms such as a special tax district (e.g. CID or TDD) an ongoing funding stream can be created to help finance these maintenance costs.
Chapter One

INTRODUCTION, BACKGROUND AND PLANNING PROCESS
“Cities are fantastically dynamic places, and this is strikingly true of their successful parts, which offer a fertile ground of the plans of thousands of people.”

- Jane Jacobs,

*The Death and Life of Great American Cities, (The Modern Library), 20*
A full grasp of the background, purpose, process, and context is essential in guiding the planning and design efforts for a complex project like the West Florissant Avenue Great Streets Demonstration Project. From the start, to help maintain focus on the most important needs and principles, the project embraced as its guide and sought to achieve in full the eight principles of the St. Louis Great Streets Initiative, which include:

1. Great Streets are great places
2. Great Streets integrate land use and transportation planning
3. Great Streets accommodate all users and all modes
4. Great Streets are economically vibrant
5. Great Streets are environmentally responsible
6. Great Streets rely on current thinking
7. Great Streets are measurable
8. Great Streets develop collaboratively
1.1 PROJECT BACKGROUND AND PURPOSE

1.1.1 WEST FLORISSANT AVENUE GREAT STREETS DEMONSTRATION PROJECT

West Florissant Avenue, in North St. Louis County, has long been a street that serves motorized vehicles well. In recent years there has been increasing need to do more than that – local communities along this corridor need also to be able to walk, bus, and bike, and many see the corridor as their only central place for shopping, meeting neighbors, and economic development.

Support for the West Florissant Avenue Great Streets Project (“the Project”) evolved out of joint efforts by Ferguson, Dellwood, and St. Louis County, who then applied to the East-West Gateway Great Streets Initiative.

The Master Plan builds on the West Florissant Avenue Corridor Plan, developed in 2011-2012 and produced in cooperation with five cities along the corridor providing more detailed analysis, design concepts, policy language, and implementation strategies.

1.1.2 ST. LOUIS GREAT STREETS INITIATIVE

The East-West Gateway Council of Governments (EWGCOG) launched the St. Louis Great Streets Initiative (Initiative) in 2006 to encourage communities to reconsider the roles of streets and provide planning assistance. The Initiative’s projects show that not only can streets move cars and trucks, they have the potential to strengthen communities through enhanced connectivity, multi-modal access, bolstered economic development, and increased aesthetic appeal. The Initiative is supporting several demonstration projects in the St. Louis area, which are in various stages of planning, design, and construction. It embraces eight principles for re-imagining our streets, and the West Florissant Avenue project strives to address them all:

1. Great Streets are great places: Public streets are public spaces and in revitalizing neighborhoods the quality of the public space is paramount. An improved sense of place improves the viability of any community.

2. Great Streets integrate land use and transportation planning: Defining desired land use is a first priority, followed by the design and engineering of a transportation system that supports this vision.
3. **Great Streets accommodate all users and all modes:** The plan’s vision for West Florissant provides significant new facilities for pedestrians, cyclists, and transit riders, and those who are traveling to the neighborhood as well as through and within.

4. **Great Streets are economically vibrant:** The plan’s economic and land use strategies are rooted in economic market analysis and reflect what can realistically happen in the next 25 years, with leadership and regulation.

5. **Great Streets are environmentally responsible:** Strategies for environmental responsibility are incorporated in almost every element of the conceptual design.

6. **Great Streets rely on current thinking:** Great streets from around the world have informed this plan, and we have incorporated a “Toolkit” that introduces the reader to these best practices.

7. **Great Streets are measurable:** Performance measures are used to evaluate options and designs as well as to measure the performance of what has been implemented over time.

8. **Great Streets develop collaboratively:** This plan has combined local vision with technical expertise, founded on Great Streets principles.

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**1.1.3 PROJECT AREA**

The West Florissant Avenue Great Streets Project area is located in North St. Louis County, within the cities of Ferguson and Dellwood (Map 1.1). The Project area extends for approximately 2.6 miles, beginning at I-270 in the north and continuing to the East-West rail line at Emerson Electric headquarters and Buzz Westfall Plaza in the south (Maps 1.2 and 1.3; note change in map orientation). The Project area includes parcels that front the corridor, plus additional parcels along the key intersecting streets of Pershall Road and Chambers Road. The street corridor itself is owned and maintained by St. Louis County.

The Project area parcels are about evenly divided between the cities of Ferguson and Dellwood; a few parcels also fall within Jennings city limits at the southeast end of the corridor. Several key landmarks and retail centers are located within or near the Project area. Dellwood City Hall is near the intersection of West Florissant Avenue and Chambers Road. The Project area also includes Dellwood Park and Dellwood Recreation Center. St. Louis Community College Florissant Valley Campus is just outside the northwest end. In addition to these landmarks, there are 160 acres of open space or park within one mile of the Project area, including open space associated with Maline Creek. A major shopping center is at the northern end of the corridor, with access to I-270. Just outside the southern end of the Project area, Buzz Westfall Plaza is another major retail center.

The West Florissant Avenue corridor has been designed primarily to serve motorized vehicles, which is reinforced by the direct access to and from I-270 the road provides. The corridor is served by Metro Transit bus route #74, one of the most heavily-used lines in the system, and a future transit center is planned for Pershall Road in the northeast part of the Project area; its estimated completion date is in 2015. While sidewalks are present, many other pedestrian amenities are not, and the corridor is not pedestrian-friendly. The corridor currently does not have designated bicycle facilities, and is little used by bicyclists.

As communities take an increasingly holistic view of streets and incorporate more of these Great Streets principles, our streets will serve multiple functions and become better places.
Great Streets Initiative
West Florissant Avenue Demonstration Project

Project Sponsors:
East West Gateway | Cities of Ferguson and Dellwood | St. Louis County

City Limit:
- Planning Area
- Park

Trail Line

Data Source: St. Louis County GIS

11.26.2013
Surveyed by:
Griffith Elementary

Map 1.2

WEST FLORISSANT AVENUE PLANNING AREA
CHAPTER ONE  INTRODUCTION, BACKGROUND AND PLANNING PROCESS

MAP 1.3. WEST FLORISSANT CORRIDOR AERIAL VIEW

Great Streets Initiative
West Florissant Avenue Demonstration Project

Project Sponsors:
East West Gateway I Cities of Ferguson and Dellwood I St. Louis County

Planning Area Aerial
Map 1.3

Data Source: St. Louis County GIS

1.2 PLANNING PROCESS AND CONTEXT

1.2.1 PROCESS AND OUTREACH

This Master Plan comes from a phased planning process based on strong community and stakeholder engagement (Figure 1.1). The first phase of work focused on background analysis, drawing from studies and information already available, and supplementing this work with interviews, additional field observations, research, and analysis to fully understand the existing conditions in the Project area. The second phase of work explored alternative scenarios for land use and transportation, and led to a preferred alternative to be developed further. The final phase involved refining the preferred alternative and preparing the draft and final Master Plan documents. The Project benefited from multi-faceted outreach efforts through all planning phases. The full Stakeholder and Public Involvement Plan is included as Appendix One.

To help guide the process, a Technical Advisory Committee (TAC) was consulted in meetings throughout the Project, and a Community Advisory Committee (CAC) served an advisory role and was convened in four facilitated meetings. The general public was invited to participate in four community workshops to help identify a vision, provide input on improvement concepts, and review Master Plan contents. Two capacity-building workshops were held with agency personnel who would be involved in designing, approving, operating, or maintaining the roadway, as well as partners. Finally, the planning process was informed by two rounds of interviews with institutional, civic, and business stakeholders; additional interviews were helped throughout the project as needed. This direct engagement was supplemented with a dedicated project website that provided meeting information, a document library, and opportunities to participate in a survey and provide comments on a map.
CHAPTER ONE  INTRODUCTION, BACKGROUND AND PLANNING PROCESS

EAST-WEST GATEWAY COUNCIL OF GOVERNMENTS  Cities of Ferguson and Dellwood, St. Louis County

west florissant avenue corridor demonstration project
great streets initiative

Figure 1.1 Process schedule for plan development and community engagement
1.2.2 PLANNING CONTEXT

Several recent planning studies that are relevant to the Project were examined during the first phase of work. Details about each study can be found in the Final Existing Conditions Report (see Appendices). These studies include the following:

1. The West Florissant Avenue Corridor Plan (Draft August 2012; Cities of Country Club Hills, Dellwood, Ferguson, Flordell Hills, and Jennings) was a first step in planning for revitalization of West Florissant Avenue.

2. The I-270 North Corridor Study (Final Report October 2012; MoDOT) evaluates the problems, needs, and opportunities along the I-270 mainline, Dunn Road and Pershall Road, and connecting arterials. It includes the interchange with West Florissant Avenue. An environmental study is now underway and due to be completed in the fall of 2014.

3. The Draft Bicycle & Pedestrian Plan (October 2011; City of Ferguson) focuses on improving pedestrian- and bicycle-oriented commercial and residential areas and connecting neighborhoods to downtown.

4. The Maline Greenway Concept Plan (Fall 2011; Great Rivers Greenway) envisions the Maline Greenway as the east-west link between the Confluence Greenway and the St. Vincent Greenway in north St. Louis County.

5. The Gateway Bike Plan: Regional Routes to Sustainability (August 2011; Great Rivers Greenway) is a framework for the Regional Bicycle Network over the next 20 years.


7. The Northside Study Final Report: Planning Transit Improvements for St. Louis City (October 2008; EWG, St. Louis Metro, and MoDOT) will result in light-rail transit (LRT) options to be advanced through the regional project development process.

8. Building a Regional Plan for Sustainable Development: Ferguson and Environs Round 3 - Community Meeting Summary (November 2012; St. Louis Regional Sustainable Communities) integrates land use, transportation, housing, environmental assets, and economic development.

9. The West Florissant Avenue Great Streets Master Plan acknowledges this precedent work and has been developed for consistency with applicable goals and recommendations of these recent studies.
CHAPTER ONE  INTRODUCTION, BACKGROUND AND PLANNING PROCESS

1.3 MASTER PLAN DOCUMENT OVERVIEW

This Master Plan briefly summarizes the plan’s development process, background information, and existing conditions; it emphasizes the recommended planning principles, design concepts, and implementation. This document is organized into the following chapters:

- **Chapter 1: Introduction, Background and Planning Process** — explains the Plan’s background and purpose, identifies the regional and local context, and outlines the organization of the Master Plan document.

- **Chapter 2: Existing Conditions** — summarizes the existing conditions analysis, and identifies the corridor’s major assets, challenges, and opportunities.

- **Chapter 3: Summary of Alternatives Analysis** — reviews the alternative concepts considered in the project and the rationale by which a preferred concept was selected.

- **Chapter 4: Vision Framework** — articulates a vision for the corridor and outlines principles that guide corridor design concepts.

- **Chapter 5: Concept Plan** — describes the concept plan for the corridor by identifying districts, nodes, and development opportunities, and outlining critical design parameters that will guide the character of the corridor’s public realm.

- **Chapter 6: Design Toolbox** — presents a suite of urban design best practices and guidelines to guide future development and implementation.

- **Chapter 7: Implementation Plan** — presents recommendations for Master Plan implementation, including a list of high priority improvements, prospective financing tools, and funding strategies to best move the project forward.

- **Appendix** — includes detailed studies, data, and content as appropriate.
“To design a street according to its probable use is a reasonable but uncommon practice.”

– Harland Bartholomew

City of St. Louis Plan (1917)
A historical examination of West Florissant Avenue and its development over time reveals important development patterns, assets and challenges that are critical for planners and the community to understand in considering and crafting the corridor’s future. This chapter gives an overview of the history, development and existing conditions of West Florissant Avenue and its bordering areas. It considers the challenges and opportunities that are particular to West Florissant Avenue and provides a full perspective of the corridor’s regional and local context. A comprehensive summary of the primary assets, challenges, and opportunities is provided at the end of the chapter.
2.1 HISTORICAL OVERVIEW

2.1.1 PRE-AUTOMOBILE ERA

In 1876 a new spur was built onto the Wabash Railroad which connected the Ferguson area with the city of St. Louis for the first time, forever changing the nature of this area and resulting in rapid population growth. The rail line crosses West Florissant Avenue at the southern end of the Project area, just north of what is now the large Emerson Electric complex. With the development of the rail line, passenger rail became a major transportation mode, especially for commuting.

Ferguson was home to a depot that became a regular train stop, Ferguson Station, at what is now North Florissant and Carson Roads, west of the Project area. This stop catalyzed further growth and settlement in the area, primarily residential. Ferguson became a significant freight and passenger rail hub by the end of the 1800s, and it was incorporated as a city in 1894. In 1900, an additional connection with St. Louis came with the development of the Kirkwood-Ferguson streetcar line. At that time, the city limits did not include West Florissant Avenue, which was further east. West Florissant Avenue was built during the latter part of the 1800s, to facilitate non-rail travel between St. Louis and surrounding rural areas.

Automobile use began to increase in the 1920s, facilitated by paved roads. Automobile usage eventually led to the decline of passenger rail, which was discontinued in the 1930s. Along with this, buses replaced streetcars as the sole means of transit.

2.1.2 THE AUTOMOBILE AGE

After World War II, Ferguson, like many U.S. cities, experienced a population boom that was accompanied by strong growth of automobile usage. Emerson Electric Company was a major manufacturing presence at the south end of the Project area for many decades, starting in the 1940s, providing many local jobs.

The population of Ferguson nearly doubled between 1950 and 1960, from 11,500 to 22,000. It increased another 30 percent during the 1960s. Housing growth in the area reflected population growth during this time period, with about 40 percent of Ferguson’s housing stock (mostly single family) added during the 1950s, and another 19 percent during the 1960s. Dellwood, to the east of Ferguson, was incorporated as a village in 1951, and in 1954 Dellwood was incorporated as a Fourth Class City. Dellwood grew substantially during the 1960s, from 4,720 to 7,137, a jump of 66 percent. In this period housing was almost exclusively small (approximately 1,000 square feet) single family home dwellings.
In its gradual transition from mostly rural land to residential neighborhoods and a commercial corridor, there was perhaps no more important event than the construction of Interstate 270 in the mid 1960s. Commercial uses boomed, and the Ferguson city limit expanded by the 1970s to include portions of West Florissant Avenue, which became a commercial corridor feeding traffic to and from I-270. Commercial development continued to change the character of the corridor through the 1990s, when the last of the horse farms at the northern end of the study area were replaced with major retail (“big box”) projects.

On the other hand, although single- and multi-family residential projects were added from the late 1960s through the 1980s, the inner-ring suburbs along the corridor began to decline during this period. The population of Ferguson declined 14 percent during the 1980s and 10 percent during the 1990s. Likewise Dellwood declined in size by 1990 to its current size of just over 5,000 people. Together with the population decreases, the introduction of the larger regional shopping centers has impacted the older and smaller commercial strips, resulting in their depreciation, numerous vacancies, and little diversity in the types of remaining businesses. Today as a corporate headquarters, Emerson Electric draws its employees less from the local area and more from the whole metro region.

Ferguson’s historic downtown and “main street area” around Florissant Road and Church Street, including the old Ferguson Station, has meanwhile undergone considerable revitalization and that area continues to draw new retail development.

A look at West Florissant Avenue over time reveals an area that grew rapidly after 1955, but has stayed largely unchanged since 1997.
2.2 LAND USE EXISTING CONDITIONS

Today, West Florissant Avenue is an auto-oriented commercial street, with unique characteristics in its different segments and communities. The corridor’s urban design character is primarily a function of the street’s automobile orientation, combined with differences in commercial zoning regulations among cities along West Florissant Avenue.

2.2.1 EXISTING LAND USES

The corridor’s existing land uses are presented in Table 2.1 and Map 2.1. Commercial uses, including retail and office, make up 53.4 percent of the land use in the project area, with an estimated Floor Area Ratio (FAR) of 0.14. Retail-oriented uses such as fast-food restaurants, beauty salons, and service-focused stores, are the predominant use. Typically these are set back from the street and fronted by parking lots. Major shopping nodes are located at the north end near I-270, in Dellwood near Chambers Road, and at the south end near Ferguson Avenue.

Although the areas that surround the corridor are overwhelmingly made up of single-family (and some multi-family) homes, strictly within the planning area residential uses account for only 15.8 percent of the land use (almost all of it single-family).

Parks and recreation spaces make up one-third of the land in the study area; Dellwood Park is among the key green assets. There are also stretches of street trees and green sidewalk buffers that are among the corridor’s greatest assets; typically, these green intervals are associated with residential areas that are interspersed between the commercial strip areas. A small area of the corridor will also be getting additional green space with the development of the Maline Creek Greenway over the next few years.

<table>
<thead>
<tr>
<th>Table 2.1 Existing Land Uses in the Specified Planning Study Area</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Area (Acres)</strong></td>
</tr>
<tr>
<td>Commercial</td>
</tr>
<tr>
<td>Residential</td>
</tr>
<tr>
<td>Single-Family Residential</td>
</tr>
<tr>
<td>Multi-Family Residential</td>
</tr>
<tr>
<td>Parks and Recreation</td>
</tr>
<tr>
<td>Institutional</td>
</tr>
<tr>
<td>Industrial/Utility</td>
</tr>
<tr>
<td>Vacant/Agriculture</td>
</tr>
<tr>
<td>Common Ground</td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>
2.2.2 COMMERCIAL ZONING AND LAND USE DESIGNATIONS

Existing zoning designations are shown in Map 2.2. Commercial zones are of particular interest, as these areas are important to future economic development along the corridor and influence how the area is perceived and identified. Existing allowed land uses in these zones are summarized as follows and in Table 2.2:

**Ferguson**

Ferguson’s zoning was updated as recently as 2011 and includes a downtown form-based code. Ferguson’s guiding comprehensive plan document is the Vision 2015 Plan Update that dates to 1998. Ferguson has two commercial zones in the corridor area. At the north end, near I-270, commercial parcels are zoned C-2, Planned Commercial. Ferguson’s parcels at the southern end of the corridor are zoned C-1, General Commercial.

- Ferguson’s C-1 zoning (the southern end) allows most retail and service-oriented uses, including automotive dealers, apparel stores, furniture stores, laundromats, professional offices, libraries, educational services, health services, and government agencies. C-1 zoning also allows many conditionally-permitted uses.
- Ferguson’s C-2 zoning (near I-270) has fewer permissible uses than C-1. Although the zone still allows retail and service establishments, some uses that are permitted in C-1 (gasoline stations and automotive dealers) become conditional uses in C-2. Moreover, C-2 does not allow uses such as veterinary services, liquor stores, funeral services, and repair services.

**Dellwood**

Dellwood’s zoning ordinance dates to the 1980s and is without an accompanying map, nor is there a guiding vision or comprehensive plan. Dellwood has one commercial zone in the corridor area, identified as C-Commercial. Elsewhere in Dellwood, there is a second commercial zone, known as C-2 Planned District.

- C District zoning is defined by uses that are not permitted and uses that have certain regulations; other uses are implicitly permitted. Non-permitted uses include schools, libraries, museums/art galleries, botanical/zoo logical facilities, check cashing/pay day loan establishments, tattoo parlors, churches, and garages/parking uses. Regulated uses include spas and used vehicle sales.
- The C-2 zone in Dellwood is a planned commercial district that allows the same uses as Ferguson’s C-2 zoning code.

**Jennings**

Jennings zoning ordinance and map originated in 1977 but has had regular updates up to the present. The city’s comprehensive plan dates to the year 2000. There are several corridor parcels located in Jennings, at the southern end of the corridor. Jennings has one commercial zone which applies to these parcels: C-2, Shopping and Service Commercial District. In general, this zone tends to encourage smaller, free-standing commercial development.

- There are many uses permitted in Jennings’ C-2 zone, including retail stores (apparel, furniture, automotive supply, general merchandise); retail services (dine-in restaurants, banking and lending institutions); other services (e.g., health, recreation and amusement); schools and vocational services; and general and governmental offices.
- The C-2 zoning does not allow the following uses, or only allows them conditionally: home improvement/garden supply stores, used merchandise stores, check cashing establishments, drive-through restaurants, drinking places, and grocery stores over 30,000 square feet (under 30,000 s.f. requires a conditional use permit).
### Table 2.2 Existing Commercial Zones and Associated Land Uses

<table>
<thead>
<tr>
<th>USES</th>
<th>FERGUSON C-1</th>
<th>FERGUSON C-2</th>
<th>JENNINGS C-2</th>
<th>DELLWOOD C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Veterinary Services</td>
<td>P</td>
<td></td>
<td>P (no outdoor kennels)</td>
<td>P (no kennels)</td>
</tr>
<tr>
<td>Bus Station</td>
<td>P</td>
<td>P</td>
<td>NP</td>
<td>P</td>
</tr>
<tr>
<td>U.S. Postal Office</td>
<td>P</td>
<td>P</td>
<td>NP</td>
<td>P</td>
</tr>
<tr>
<td>Communication Services</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Home Improvement</td>
<td>P</td>
<td>P</td>
<td>NP</td>
<td>P</td>
</tr>
<tr>
<td>Garden Supply/Nursery</td>
<td>P</td>
<td>P</td>
<td>NP</td>
<td>P</td>
</tr>
<tr>
<td>Grocery/Deli/Food Store</td>
<td>P</td>
<td>P</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Gasoline Station</td>
<td>P</td>
<td>C</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Automotive Dealers/Leasing/Rental (New and Used)</td>
<td>P</td>
<td>C</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Automotive Supply</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Boat/Motorcycle/Recreation Dealers</td>
<td>P</td>
<td>NP</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Apparel Stores</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Furniture Stores</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Site-Down/Dine-In Restaurant</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>General Merchandise</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Liquor Store</td>
<td>P</td>
<td>NP</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Banking/Lending Institutions (Depository)</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Offices; Professional Offices (Licensed by the State)</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Real Estate Agencies</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Hotels/Motels</td>
<td>P</td>
<td>P</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Laundry Services (Dry Cleaning, Coin-Op)</td>
<td>P</td>
<td>P</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Barber/Beauty Salons</td>
<td>P</td>
<td>P</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Repair Services</td>
<td>P</td>
<td>P</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Funeral Service/Crematories</td>
<td>P</td>
<td>NP</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Equipment Leasing/Rental</td>
<td>P</td>
<td>NP</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Automotive Repair/Service</td>
<td>P</td>
<td>NP</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Motion Picture Studio/Production</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
</tbody>
</table>

*Table continues on next page*
## Table 2.2 (continued)  Existing Commercial Zones and Associated Land Uses

<table>
<thead>
<tr>
<th>USES</th>
<th>FERGUSON C-1</th>
<th>FERGUSON C-2</th>
<th>JENNINGS C-2</th>
<th>DELLWOOD C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amusement/Recreation Services</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Health Services (Clinics, Laboratories, Out-Patient)</td>
<td>P</td>
<td>P</td>
<td>P (no labs/diagn. imaging)</td>
<td>P</td>
</tr>
<tr>
<td>Hospitals; Nursing Homes (Skilled, Intermediate, Home Health)</td>
<td>P</td>
<td>P</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Public/Private Educational Institutions; Vocational Schools</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>NP</td>
</tr>
<tr>
<td>Libraries</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>NP</td>
</tr>
<tr>
<td>Adult Day Care</td>
<td>P</td>
<td>NP</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Museums/Art Galleries</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>NP</td>
</tr>
<tr>
<td>Botanical Gardens/Zoological Centers</td>
<td>P</td>
<td>P</td>
<td>NP</td>
<td>NP</td>
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<tr>
<td>General Government</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Used Vehicle Sales (Used Only)</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Used Merchandise Stores/Auction Rooms</td>
<td>C</td>
<td>NP</td>
<td>NP</td>
<td>NP</td>
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<tr>
<td>Check Cashing Agencies/Pay Day Loan Institutions</td>
<td>C</td>
<td>NP</td>
<td>NP</td>
<td>P (no pawnbrokers)</td>
</tr>
<tr>
<td>Spas</td>
<td>C</td>
<td>NP</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Adult Services</td>
<td>C</td>
<td>NP</td>
<td>NP</td>
<td>P</td>
</tr>
<tr>
<td>Tattoo Parlors</td>
<td>C</td>
<td>NP</td>
<td>NP</td>
<td>NP</td>
</tr>
<tr>
<td>Automotive Towing</td>
<td>C</td>
<td>NP</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Automotive Repair Shops</td>
<td>C</td>
<td>NP</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Churches</td>
<td>C</td>
<td>NP</td>
<td>P</td>
<td>NP</td>
</tr>
<tr>
<td>Convents/Monasteries</td>
<td>C</td>
<td>NP</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Mini-Warehouses/Self-Storage</td>
<td>C</td>
<td>NP</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Communication Antennae</td>
<td>C</td>
<td>C</td>
<td>P</td>
<td>P</td>
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<tr>
<td>Communication Towers</td>
<td>C</td>
<td>C</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Child Care Centers</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>P</td>
</tr>
<tr>
<td>Automated Teller Machines</td>
<td>C</td>
<td>C</td>
<td>P</td>
<td>P</td>
</tr>
<tr>
<td>Eating Places (Drive-Through Windows)</td>
<td>C</td>
<td>C</td>
<td>NP</td>
<td>P</td>
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<tr>
<td>Drinking Places</td>
<td>C</td>
<td>C</td>
<td>NP</td>
<td>P</td>
</tr>
<tr>
<td>Garages/Parking</td>
<td>NP</td>
<td>NP</td>
<td>P</td>
<td>NP</td>
</tr>
</tbody>
</table>
Although sidewalks are provided on both sides of West Florissant Avenue along most of the corridor, the pedestrian realm is generally uninviting and often unsafe. Buildings are spaced too far apart to walk, sidewalks are interrupted by frequent driveways and parking entries, and there are few pedestrian amenities or street trees.

The corridor’s substantial inconsistencies are a significant challenge to overcome in the planning and development of this corridor-wide master plan. With the right interventions, however, the diversity of character along the corridor can also become a strength, with a more unified vision that accentuates key characteristics in commercial, residential, and open space areas, with appropriate adjustments to land use regulations.

2.2.3 COMMUNITY DESIGN AND CHARACTER

There is little consistency of treatment or character along the corridor. Differences in development types, streetscape, and sidewalk connectivity leave a choppy impression, evident between the different municipalities but also even within one jurisdiction. Major differences in zoning between Ferguson and Dellwood contribute strongly to the impression of inconsistency along the corridor; among the most significant is the different set of dimensional requirements for Dellwood’s Commercial (C District) zone, which has resulted in numerous small, closely-spaced commercial enterprises, each with its own access from West Florissant Avenue.

Most commercial buildings are one-story, with a few two-story structures. Combined with the scale of West Florissant Avenue itself, this has resulted in a public realm that is scaled more for driving than for pedestrian interest and comfort.

Single-family homes characterize the Project area’s residential land uses.

Parking lots in front characterize the commercial areas of the avenue.
2.3 TRANSPORTATION EXISTING CONDITIONS

The existing transportation uses along West Florissant Avenue offer some of the building blocks for remaking the street into a true multi-modal corridor. Today, the street functions primarily as a Principal Arterial for automobile traffic. The avenue generally consists of two through lanes in each direction and a center left-turn lane, but there are exceptions to this. In the southern residential portion there is no center turn lane and the corridor has quite a different character as a result. The northernmost section, near I-270 where traffic volume approaches 38,000 cars per day, one finds auxiliary lanes on each side to enable right turns, bringing the number of total lanes up to seven. Sidewalks are provided on both sides of West Florissant, however they vary enormously in quality and some are not compliant with ADA requirements. With Average Daily Traffic (ADT) volumes varying from approximately 25,000 to 38,000 vehicles per day throughout the corridor, it is apparent that this roadway is a significant route in north St. Louis County, and the street has been designed primarily for vehicles, presenting clear challenges to other users. Maps 2.3 and 2.4 provide existing traffic volumes at major intersections along West Florissant Avenue within and adjacent to the Study Area. Additionally, the maps provide ADTs (from both CBB’s November 2013 counts and counts provided by St. Louis County) throughout the Study Area. Differences in the ADT values may be a result of differing collection locations, as well as time of year. Additionally, some of the St. Louis County data are taken from 2007 counts. Traffic volumes in the corridor have likely fluctuated in recent years along with changing commercial uses.

West Florissant also carries transit, specifically MetroBus Route 74 (Florissant line), and though the headways are long (30 minutes), Route 74 is one of Metro’s heaviest-used lines, with over 1.1 million boardings in 2013. West Florissant is crossed by MetroBus Route 61 (also in Metro’s top ten heaviest-used routes, with 800,000 boardings) at Chambers Road. The heavy transit use along the corridor results in a correspondingly heavy pedestrian demand. There is a clear opportunity to encourage transit- and pedestrian-oriented development at this intersection of West Florissant and Chambers Road.

While the current roadway configuration works relatively well for those traveling by automobile, and offers a transit option, other modes and users are largely shortchanged. West Florissant Avenue’s auto-dominated character and design, width, and traffic speeds, as well as the lack of any bicycle facilities, make it hostile to and unsafe for cyclists. Conditions for pedestrians are somewhat better, with the presence of sidewalks, but the pedestrian experience in many places along the corridor is unpleasant and unsafe.

Many local agencies have identified the need and opportunities for improvements. One such opportunity which offers the chance for potentially transformational change would be the addition of a future Bus Rapid Transit (BRT) route along the corridor, by Metro (see Chapter 5 for details). With new high-quality transit service given priority along the corridor, and with rush-hour headways of 10 minutes, the opportunity exists to remake West Florissant Avenue into a transit-first street, with transit-oriented, pedestrian-scale development clustered around some key stations along the corridor. The corridor has a relatively wide right-of-way, which will make allocating space efficiently to serve the multi-modal needs of all its users easier than if the street were narrower.
CHAPTER TWO  EXISTING CONDITIONS

MAP 2.3. EXISTING TRAFFIC VOLUMES AND SPEED (NORTH CORRIDOR)

Maps 2.3-2.4 provide existing traffic volumes at major intersections using counts done in November 2013 and previous counts provided by St. Louis County. Differences in the ADT values may be a result of differing collection locations, as well as time of year.

Data Sources:
GIS Field Study, St. Louis County

Existing Traffic Volumes and Speed Data

Great Streets Initiative
West Florissant Avenue Demonstration Project

Project Sponsors:
East West Gateway | Cities of Ferguson and Dellwood | St. Louis County
Great Streets Initiative
West Florissant Avenue Demonstration Project

DATA SOURCES
CBB field study, St. Louis County
2.3.1 KEY FINDINGS: AUTOMOBILES

The two existing through lanes in each direction along West Florissant Avenue provide sufficient capacity for current and future vehicle traffic volumes. In some areas for much of the day, one travel lane in each direction would be sufficient. The roadway has a large paved foot-print, and the space required for automobile traffic can likely be accommodated in a smaller paved footprint that retains the same number of lanes.

About 5.8% of the households in surrounding neighborhoods have no vehicle available, as compared to 2.6% for the state of Missouri and 2.4% for St. Louis County.

There are two traffic “hot spots” along the corridor: 1) Near the I-270 interchange; and 2) at the intersection with Chambers Road. The Chambers Road “hot spot” was confirmed by project stakeholders, who reported that this intersection can become congested at various times of the day (e.g., during the lunch rush and evening commute).

Excessive speed does not appear to be a major problem in the corridor. The posted speed limit on West Florissant Avenue is 35 mph. The majority of observed speeds (85th percentile) were less than 42 mph.

Overall, the types of vehicle crashes along the corridor are typical for arterial corridor (mostly rear end and angle). However pedestrian crashes, at 21 crashes over 4 years, were fairly high. The crash data indicates that most occurred on good weather days and during the daylight. Maps 2.5 and 2.6 illustrate the number of crashes as related to location along the corridor. The largest percent of crashes were reported at Chambers Road with about 24% of total, the second most occurred at Pershall Avenue with about 19% of total, the third most at Ferguson Avenue (8.5%) and less 6% of the total at each of the other intersections. Moreover, one-third of the pedestrian crashes in the Study Area occurred at the Chambers Road intersection.

There were 736 reported crashes in the four years from 2008 to 2011. Of the total crashes reported, 0 fatal crashes, 228 injury crashes (31%) and 508 property damage only (69%) crashes were reported.
After analyzing the crash data over four years, it is evident that angle and rear end crashes are the most prominent type of crash, which is typical for a signalized corridor.

The pedestrian crashes were at 3% for the corridor with all but one pedestrian crash resulting in injuries. Of 21 pedestrian crashes over 4 years, one third of these occurred at the intersection of Chambers Road. It is apparent that this intersection has a higher safety risk. The physical features of the intersection include a general lack of access management and numerous transit stops. Any potential changes to the system should consider impacts to the non-motorized mode.

### 2.3.2 KEY FINDINGS: PARKING

 Approximately 30% of the project area is paved parking, a large and visible presence, and much of it underutilized. This issue needs to be addressed in zoning changes and in shared parking agreements that make more efficient use of parking areas and reduce parking redundancy. Near I-270, parking is provided in large lots, typically with access provided to West Florissant Avenue at a traffic signal. Parking and parking lot access is adequate in this section. Closer to Chambers Road the lot sizes generally decrease. Some businesses have cross access and shared parking. Many of these larger parking areas have unsignalized access to West Florissant Avenue, making left turn access difficult during peak traffic periods. Many of the smaller lots have parking that backs directly onto West Florissant Avenue, which can be hazardous for both business patrons and through traffic. Cross access can be improved in some instances, while the small lot sizes preclude cross access in other cases. Improved access management would help to facilitate safer and more efficient access in this section of the corridor, and additional cross access should be pursued where feasible. The southern section of the corridor has predominantly mid-sized lots with extensive parking to the front and in many cases the rear of the businesses. Cross access is provided between many, but not all businesses. Most driveways are provided at midblock locations making left-turn access difficult during peak traffic periods. Additional cross access and creation of a backage road system, in addition to other access management measures, would provide a tremendous benefit to provide for safer and more efficient access in this section of the corridor.

### 2.3.3 KEY FINDINGS: BICYCLES AND PEDESTRIANS

Pedestrian use and bicycle travel are considered to be equal in importance to vehicular and public transit use in the planning and design of a Great...
Maps 2.5 and 2.6 illustrate the number of crashes as related to location along the corridor. The largest percentage of crashes was reported at Chambers Road, with about 24% of total; the second-most occurred at Pershall Avenue, with about 19% of total.
MAP 2.6. VEHICLE CRASHES (SOUTH CORRIDOR)

Great Streets Initiative
West Florissant Avenue Demonstration Project

Project Sponsors:
East West Gateway | Cities of Ferguson and Dellwood | St. Louis County

Crash Data

12/18/2013
Data Source:
St. Louis County
Street that best serves the population around the West Florissant Avenue Corridor. Worldwide, the interaction of all modes has been observed to be essential to healthy communities. Today, few bicyclists are observed riding along the corridor, which is predictable since no real bicycle facilities are currently provided along West Florissant Avenue. Those that are observed are primarily seen riding on the sidewalks. The Draft Ferguson Bicycle & Pedestrian Plan and Bike STL Plan provide various options to upgrade bicycle facilities along the corridor, to be considered in the range of context-friendly enhancements that serve all users. It is likely that bicycle ridership would be significantly higher in the corridor if safe bicycle facilities were provided, given the high volume of pedestrians along the corridor and low automobile ownership in the surrounding residential neighborhoods.

Pedestrian conditions are only marginally better. Sidewalks are provided on both sides of West Florissant Avenue, and pedestrian crosswalks and push buttons are provided at all signalized intersections. However, the quality of the sidewalks and pedestrian crossings could be greatly improved. Specifically, many of the sidewalks are disjointed and some are not compliant with ADA requirements, pedestrian signals have not been updated to include countdown heads, and some of the push buttons do not function. Lighting is poor throughout the corridor, and the presence of driveways, curb-cuts and unclear access points for vehicles, especially around commercial areas, significantly decreases the safety of all users, most critically pedestrians on sidewalks. Pedestrian crossing facilities are limited to occasional signalized intersections, which results in dangerous attempts by people to get across the street on their own. Strong pedestrian connections to adjacent neighborhoods are also lacking. Twenty-one pedestrians have been hit by vehicles just in the past 4 years, indicating significant risk, and nearly one-third of these crashes occurred at the intersection with the highest need for pedestrian safety, at Chambers Road. The environment for pedestrians could be greatly improved by better connecting sidewalks, adding green buffers and shade, improving ADA compliance, creating more midblock crossing opportunities, enhancing some intersections, consolidating and removing driveways and vehicle access points, updating signalized pedestrian crossings, and lighting all parts of the corridor. Overall, given the number of people walking along the corridor, the pedestrian
facilities need to be considered with a level of care equal to that given to automobile facilities.

### 2.3.4 KEY FINDINGS: TRANSIT

The Project area has a much greater public transportation mode split as compared to Missouri and St. Louis County averages, which is explained in part by area demographics (mode split is the percentage of travelers using a specific mode, such as transit or walking or driving). 8.5% of the Project area’s residents use transit as compared to 1.5% for the state of Missouri and 2.4% for St. Louis County. 13.5% of people in the Study Area are not using a car to get to work (according to the US Census, this compares with a figure of 8.1% nationally for workers who live outside a principal city but in the metro area). Transit mode share could likely be improved in the Study Area. For example, the layout of the local roadway system does not connect neighborhoods well with the transit stops on West Florissant Avenue. Maps 2.7 and 2.8 illustrate the differences between the one-quarter mile/one-half mile straight-line and walking distances to bus stops. Strategically located bicycle and pedestrian paths may shorten walking distances to transit stops for some local residents. Transit access is especially high around the Chambers Road intersection, underscoring the importance of this node as a central community area. Destinations like St. Louis Community College also draw regional transit riders and have actually seen a decline in the use of automobiles among their students.

Three bus routes currently serve the Project area: Route 74 (Florissant), Route 61 (Chambers Road), and Route 64 (Lucas and Hunt). Many transit customers transfer buses (especially near the Chambers Road intersection), which results in a high number of mid-block crossings. Although pedestrian crosswalks are provided at all signalized intersections, the walking distance between these signalized intersections is high, and field observations revealed that many pedestrians are not using them. Most intersections with smaller roads along West Florissant have neither controls, such as signals or stop signs, nor pedestrian crossing facilities, such as crosswalks.

Transit mode share could be substantially improved in the corridor through a variety of strategies. Bus stops are already being improved with shelters and benches and some are being relocated to more convenient locations. Improved and strategically-located bicycle and pedestrian routes and paths could shorten access distances and time, thus enhancing transit accessibility for some local residents. The general pedestrian environment should also be improved (with sidewalks, shade, and pedestrian amenities). The corridor also needs to incorporate public transportation facilities and services that meet the special needs of the elderly, low-income families, disabled, and those without access to private automobiles.

Metro has also selected the corridor as one of two routes to implement Bus Rapid Transit (BRT), which is a faster bus service with a signature design that will complement local bus service. The installation of a BRT route alone will be an enormous improvement not only to transit service but also to the whole image of the corridor. Metro is also designing a new North County Transit Center that will be located off Pershall Road to the east of West Florissant Avenue, at the north end of the project area. This facility, scheduled to open in spring of 2015, will serve the eastern North St. Louis County region (the Hanley Road transit center serves western North St. Louis County), providing transfer opportunities for 9-10 routes.
The layout of the local roadway system does not connect neighborhoods well with the transit stops on West Florissant Avenue. Maps 2.7 and 2.8 illustrate the differences between the one-quarter mile/one-half mile straight-line and walking distances.

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**West Florissant Avenue Demonstration Project**

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**Data Source:**
Field survey

**Bus Stop Locations with .25mi and .5mi Walking Distances**
2.4 INFRASTRUCTURE AND ENVIRONMENT

West Florissant Avenue has typical infrastructure for utilities, such as storm drains and sanitary sewer facilities, power lines and communication transmission facilities, street lights, and conveyance of potable water and natural gas (Map 2.9).

For electrical power, Ameren Missouri, the area’s power provider, has a substation located at the northeast side of the intersection of West Florissant Avenue and Chambers Road. Most overhead power is on the west side of West Florissant Avenue, generally inside the existing right of way. Power pole locations vary, but they are generally placed between the edge of pavement and sidewalk or are located on the west side of the sidewalk. There also is a stretch of overhead power and power poles located on the east side of West Florissant Avenue, from Northwinds Estates Drive to Kappel Drive.

Communication is suspended from power poles, which are mostly located on the west side of West Florissant Avenue. In addition, underground communications lines exist within the Project corridor.

Street lighting is owned and maintained by Ameren. Most of the street lighting on the west side of West Florissant Avenue is provided by suspension from power poles. The street lighting on the east side of the corridor is a combination of suspension from power poles and individual poles, and largely benefits vehicles. Pedestrian-scale street lighting is recommended along the corridor to improve lighting and pedestrian use.

2.4.1 STORM WATER INFRASTRUCTURE

Much of the corridor is impervious surface: approximately 85% of the right-of-way and 55% of the project area is impervious; just over half of this impervious area consists of paved parking. Reducing this impervious area to the greatest extent possible will benefit water quality, improve storm water management, and reduce the heat island effect.

The Project area lacks vegetation and landscape; just 13% of the Project area has tree canopy coverage (Map 2.10). As an point of comparison, in 2010, Forest ReLeaf of Missouri (FRM), with funding from Missouri Department of Conservation, and in partnership with the City of St. Louis, Metropolitan Sewer District, and St. Louis County performed an Urban Tree Canopy (UTC) Assessment. In the area studied, UTC was recorded at 26%, which is considered far too low by national standards. American Forests provides a benchmark of 40% canopy coverage which many cities use as a target.

The lack of water-permeable space compromises storm water management efforts, and has resulted in disconnected habitat corridors, a visually uninviting corridor, and a less healthy environment.

Existing storm water infrastructure includes inlet structures and conveyance pipes and channels, forming two drainage areas in the West Florissant Avenue Corridor. All storm water for this project study area ultimately outlets into Maline Creek. Given the plans to develop Maline Creek as a green corridor, there is a need to clean as much of West Florissant's stormwater runoff as possible before it reaches Maline Creek, through advanced stormwater management interventions in the right-of-way.
MAP 2.9. EXISTING UTILITY INFRASTRUCTURE (SEE ENLARGED MAP IN APPENDIX)
2.4.3 HEAT ISLAND EFFECT

In an urban environment, heat gain can be as much as 20% higher due to the sun’s exposure to surfaces such as pavement and roofs. Pavement reduction and the use of concrete will reduce the current levels of urban heat island effect in the study area. The use of trees and vegetated areas, especially in parking lots and pedestrian zones will reduce peak summer temperatures by 2-9 degrees, lowering surface and air temperatures.

2.4.4 ENERGY CONSUMPTION

The existing street lighting is far less efficient than newer technologies of today, inflicting unnecessarily high yearly costs. Utilizing today’s technology has the potential of reducing energy consumption for road lighting by as much as 50%.

2.4.5 NATURAL AREAS

There are 160 acres of open space or park land use within one mile of the West Florissant Corridor study area. Dellwood Park is directly adjacent to the corridor and within the study area, providing 14.2 acres of open space accessible to residents and local businesses. These spaces offer a variety of recreational and ecological services for the area and could be strengthened with more systematic connections to one another. The existing Maline Creek and hydrological systems provide natural corridors that are vital to the health of the study area. The two wildlife corridors that intersect the corridor are the Maline Creek on the southern end and one of its tributaries to the north. These natural areas provide wildlife habitat and passages for safe migration of indigenous species.
2.5 **MARKET CONDITIONS**

North County, in general, can be characterized as having incomes and property values that have not kept up with inflation and regional growth rates. This pattern has been particularly acute south of I-270, where the study area is located. North County—especially in and around the study area—is characterized by the lowest apartment rents and highest vacancy rates in the St. Louis region, making the use of subsidies like tax credits necessary in order to build quality replacement housing.

Single family rental housing is common and becoming more common. Since 1990, the homeownership rate in the Neighborhood Market Area (NMA) has declined from 68 to 58 percent.

Two very large apartment properties at the southern end of the corridor – Park Ridge and Northwinds – have some of the heaviest concentrations of very low income residents (defined as earning no more than 30 percent of Area Median Income) in the entire region, and are not performing well in terms of overall occupancy.

Although the NMA is not growing in terms of population, it is shifting demographically, creating opportunities for the development of affordable senior housing.

Homes in Ferguson and Dellwood have experienced some of the weakest property appreciation in the entire St. Louis region. Home values in the NMA tend to range between $60,000 and $70,000—well below the $175,000 needed to construct quality single family housing.

Demographic analysis reveals a sizable minority of households in the NMA that are capable of affording new, market rate housing—be it rental or for-sale. Evidence indicates this population is migrating farther north into St. Louis County, as well as to St. Charles County, in order to find appropriately priced and quality housing.

Nevertheless, analysis does show there will be future demand for apartment housing on the order of 400 to 500 units over 20 years, focused on senior and mixed income housing.
2.5.1 RETAIL

The corridor has over 1.2 million square feet of retail (Map 2.11). Retail supply is well defined in the corridor, with two community/power retail centers at either end that serve a broader region, a neighborhood center in the middle that serves the neighborhood market area, and a number of small/boutique/independent retailers in between that serve client bases from a very small and specific surrounding geography. Together, these centers provide most of the community’s retail needs. There are few opportunities for additional retail. Paring back land devoted to retail is needed along the corridor to boost overall occupancy rates and correct a market condition of oversupply that leads to low rents and, as a result, insufficient funds for landlords to maintain their properties.

Office opportunities in the corridor are limited, with the possible exception of medical office space, and growth opportunities related to the St. Louis Community College and Emerson Electric.

These findings point to the need for market and economic strategies that guide public investments in place, enhance transit and active transportation routes, and improve functionality in ways that stimulate private investment, consumer attraction and population growth. Targeting nodes and areas of opportunity, capitalizing on specific market opportunities such as senior housing, and retaining higher income households in the market area while providing a better quality of life for all residents are all critical pieces of a successful market and economic strategy for the area.
**MAP 2.11. CHARACTERISTICS OF THE KEY RETAIL AREAS**

<table>
<thead>
<tr>
<th>Segment</th>
<th>Description</th>
<th>A: Rec Center</th>
<th>B: Dellwood Plaza</th>
<th>C: South Chambers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Existing SF:</td>
<td>580,000</td>
<td>110,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Occupancy Rate:</td>
<td>96%</td>
<td>27%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Avg. Lease/Sq. Ft.:</td>
<td>$18</td>
<td>$10</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Retail supply is well defined in the corridor, with two community/power retail centers at either end that serve a broader region, a neighborhood center in the middle that serves the neighborhood market area, and a number of small/boutique/independent retailers in between that serve client bases from a very small and specific surrounding geography.
2.6 ASSETS, CHALLENGES AND OPPORTUNITIES

Key assets, challenges and opportunities stand out that can be leveraged for positive change through this project. These issues and opportunities reflect both our analysis and what we heard local people say in various meetings, interviews and surveys.

2.6.1 ASSETS

1. Attractive green spaces like Dellwood Park and Recreation Center and Forestwood Park offer tangible benefits to residents and support the environmental systems of the area. Maline Creek and Hudson Creek (west of the corridor) are assets that have potential to do much more for the community in terms of public health, recreational opportunities and alternative transportation routes, and can play a larger role in providing wildlife habitat and corridors. These areas can play a crucial role as focal points for improvements in a way that improves values for the whole community.

2. West Florissant Avenue is easy to navigate in cars (community members often remarked that it is easy to get around by car) and provides the backbone for a critical transit lifeline that is among the most heavily-used routes in the metro area.

3. There are several active neighborhood groups in Dellwood and Ferguson (such as the Nesbit Newton Neighborhood Association and Dellwood Business Association) who are involved in making their communities better places to live and work.

4. Major community institutions like St. Louis Community College and Emerson Electric generate activity and interest in the area. With vested interests in the corridor, their assistance in improving the corridor is both greatly needed and important to their long-term investments in the corridor.

5. Major retail areas at the I-270 Interchange and Buzz Westfall Center provide many services to the area and generate taxes and income, some of which is captured by the local economy.

6. Affordable Housing: The low cost of housing in the area provides households of modest economic means an affordable place to live.
CHAPTER TWO  EXISTING CONDITIONS

2.6.2 CHALLENGES

1. The corridor is extremely unpleasant and unsafe for walking and biking. Shopping and doing business on foot or by bike are not considered by most residents. Pedestrian and bicycle facilities need significant improvements to be able to offer viable active transportation choices to residents.

2. The area has “no sense of identity” - a refrain that summarized what many feel encompasses the set of problems that have led to the decline of the street and neighborhoods and have driven away quality businesses and residents. The abundance of paved areas, vacant lots, parking lots, unattractive power lines and utility poles all add to the unsightliness and visual disorder of the corridor.

3. There are few community gathering places where people can interact and socialize. Whether sit-down restaurants, farmer’s markets, or public plazas, some gathering places are needed to help generate a feeling of community.

4. Older generation retail centers and some multifamily housing in and around the corridor have deteriorated physically. If property values for single family housing continue to fall behind the market they too, may suffer from disinvestment and deterioration.

5. Conditions at both Northwinds and Park Ridge need to be re-evaluated and improved to encourage broader socio-economic diversity and better integration into the community in a manner that is economically sustainable and socially equitable. Best practice approaches in property management, mixing of incomes, and cooperative housing need to be explored.

6. While low rents and home sales have their advantages, poor rent growth and home appreciation are stifling investment in maintenance and new development in the market, particularly for housing.

7. Loss of the area’s wealthiest residents (in this case, largely middle-income households) to outlying areas has reduced the number of people able to invest in the maintenance of their properties, as well as those most able to pay property taxes that underwrite programs aimed at helping the area’s neediest citizens.
2.6.3 OPPORTUNITIES

1. West Florissant Avenue’s existing through lanes provide sufficient capacity for current and future vehicle traffic volumes – in some areas more than sufficient. Yet the roadway has a larger than necessary paved foot-print. The roadway (space required for automobile traffic) can be accommodated using narrower lanes, opening up opportunities for transit, pedestrians and cyclists; trees and greenery; and medians in the center turn lane.

2. The designs proposed in Chapter 5 result in an increase in green space of up to 70%, with 34% less area devoted to impervious surface. The transformation of the corridor through such improvements will dramatically improve water quality, reduce flooding and piped stormwater, reduce the heat island effect, improve walkability, and raise property values.

3. Transit stations that are enhanced as part of a broader Bus Rapid Transit system will improve the lives of people and their access to jobs. BRT could also improve property values and drive development opportunities, particularly within a quarter-mile radius.

4. The area in and around Dellwood Park and Dellwood Recreation Center presents an opportunity for a true civic center, perhaps with additional civic buildings and a mix of other uses. A new Dellwood City Hall could be part of this civic mix.

5. Given the expected growth in the healthcare industry, demand for service providers is likely to increase: and a new medical facility could be an important part of a development strategy.

6. As part of a public/private partnership, funds could be devoted to development of higher quality space for those existing retailers able to pay somewhat higher rates.

7. Senior housing is a niche market for which demand and development opportunities are likely to increase.

8. Best practice property interventions could be undertaken for Park Ridge and Northwinds, including cooperative housing and mixed-income housing.

9. Maline Creek and potentially Hudson Creek, west of the avenue, can be improved for public health, recreation, open space and habitat, enhancing east-west connections on foot, and adding to the attraction of West Florissant.

10. Leveraging limited public money at the right locations could stimulate private investment in a mix of uses in select areas.
2.7 MARKET STRATEGY

A market strategy ensures that the right types of products will be delivered to the right market, thereby reducing risk to developers and the public sector while increasing the likelihood of a lasting, sustainable development. Without a sound market strategy, market analysis provides little more than a program—an amount of supply that could be delivered to a market to satisfy unmet demand. But not all housing, office, and retail developments consist solely of commodity products. By leveraging investments in place and the public realm, sound urban design and architecture, anchors to drive traffic, and coordination of complementary uses, a development, district, or community can be created that is greater than the sum of its parts.

The constraints and threat analysis points to the need for a market strategy that leverages the corridor’s assets, makes use of market opportunities that are present, targets investment in key nodes where development can be most catalytic, locates or co-locates complementary uses, identifies traffic-driving anchors (both civic and private sector-driven), invests in placemaking and transit opportunities to maximize private real estate and public tax revenues, and leverages a significant amount of local, state, and federal incentives in order to realize catalyst projects.

2.7.1 A POLICY FRAMEWORK FOR THE CORRIDOR

A holistic policy framework is needed for the corridor—one that not only improves the physical realm, but begins to address some of the root causes of economic deterioration, including access to jobs, education, stable and quality affordable housing, and the need for more grassroots community engagement. In other words, a market strategy is needed that makes targeted investments in people, places, and buildings in a manner that leads to real estate, economic, and community development.
2.7.2 PLACE AND ECONOMIC DEVELOPMENT

An important intervention in the physical realm that can lead to enhanced performance of private enterprise involves making portions of West Florissant Avenue (where feasible, in terms of traffic considerations) into a more walkable, livable, human-scaled street with a strong sense of place.

Over the past decade, a measurable positive market response has been well-documented in areas with great character and placemaking principles (i.e., main streets, town centers, walkable neighborhoods, historic districts, transit-oriented development) in the form of value appreciation for property owners, greater retail traffic, greater desirability as a location for employers and employees, and greater real estate revenues (which make quality development more economically viable).

- Street environment and retail: The quality of the street environment can boost retail traffic. Often, this can be accomplished by enhancing the streetside zone with sidewalks, street trees, and opportunities for outdoor dining. Traffic-calming measures and buffers should be employed. If traffic analysis allows, selected locations for on-street parking might be identified at nodes where walkability and storefront retail is desirable.

- Main street “model”: In the St. Louis area, many of the most rapidly-revitalizing communities, such as University City and Maplewood, are leveraging their historic main streets as assets that increase retail traffic and demand for housing (and thus retail sales and home values). Creating an inviting sense of enclosure with multistory buildings, narrow street lanes, and street furniture are value-creating efforts. Where architecture and building enclosure are not possible, mature street trees can be a practical placemaking tool that has benefits for economic development.
• Town centers: The 15-year retail trend of developers successfully leveraging placemaking principles to increase traffic and revenues, by building open-air town centers in the U.S., is noteworthy here because it validates many urban design principles. These include:
  * Accessible, but hidden, parking behind buildings
  * Storefront retail
  * Inviting streetside zones
  * Public plazas and village greens
  * Attractive trees and landscaping

• TOD: Transit-oriented development, or TOD, has been demonstrated to create real estate value premiums for nearby property. Generally, the greatest benefit is experienced within 800 feet of a TOD station, with lesser, but positive benefits extending at least another 500 to 800 feet. This is often dependent on the design of the surrounding community; pedestrian-oriented development is most capable of maximizing the positive benefits of TOD. The places chosen for potential

Property premiums for parks in new developments range from 2 to 50 percent, depending largely on urban design, park development, and access and visibility.
Source: John L. Crompton’s research, M. Wetli

• Parks: In many communities, parks can be enormous value-creating assets that improve property values. This has been amply demonstrated across the country where well-maintained and programmed public spaces attract high quality development or raise values of existing adjacent properties. Low-scale residential townhouses could be developed along Dellwood Park, and opportunities for plazas and activity areas in targeted nodes should be sought, in conjunction with private and civic building development.

• Greenways: Linear parks also can create real estate value. With efforts underway by Great Rivers Greenway to add greenways that bisect two parts of the corridor, real estate development strategies should be sought to maximize views of, and access to, these green amenities.
2.7.3 BUILDINGS AND REAL ESTATE DEVELOPMENT

Though little new development is likely to occur in the corridor without public-private partnerships, efforts should be made to leverage other sources of money to augment private investment to the full extent possible. Development should be focused in targeted areas (Segments 3 and 5) to create critical mass and improve surrounding property values.

- Senior and Mixed-Income Housing: market analysis shows that there will be demand for roughly 200 to 250 quality rental units over a span of 10 years. Projecting further out, this could translate into 400 to 500 units over 20 years, provided there is sustained political support and a persistent implementation entity. Rental housing is the land use for which the most state and federal incentives are available for development. This is generally due to the low-income housing tax credit program. If this and other investments are successfully made, it has the potential to serve, at minimum, three policy goals:

  * Stimulate the private market into adding additional housing—perhaps within 10 to 15 years and following sustained investment in people, places, and buildings.
  * Provide quality affordable housing to replace some percentage of deteriorated housing in the area.
  * Improve property values for surrounding neighborhoods by enhancing the marketability and image of its most prominent thoroughfare.

- Replacement Retail: Outside of the three strong retail concentrations, new retail development along this corridor is the most economically challenged development type, due to very low rents and returns, relative to development costs. This is true even when taking into account tax credit incentives. Still, a combination of local and federal incentives might be sufficiently leveraged to create some higher quality development—perhaps with two separate projects (one in each targeted node)—with each footprints of 30,000 square feet—that accommodate a mix of existing and new businesses in a manner that helps replace some deteriorated structures.
• Anchors: A combination of civic and retail anchors should be explored in the two targeted nodes to help increase traffic for shopkeepers. Some possibilities to pursue are:
  * Library branch/library storefront
  * A new city hall
  * A pharmacy with resources to buy a corner location at Chambers Rd.
  * A small hardware store
  * A public square or plaza—designed and/or programmed to encourage frequent use

• Retail Tenanting: In addition to potential anchors, such as a hardware store and pharmacy, other potential retailers to pursue include: an ice cream parlor, pizza parlor, donut shop, coffee shop, and fitness center. Analysis indicates there is a shortage of these vendors in the market area, so assembling them as tenants in a new retail development is more likely than pulling together a group of tenants in retail categories that are already well-supplied in the area. To the degree some of these more leisure-oriented businesses (such as a coffee shop or ice cream parlor) can be incorporated into a concept with usable public space, success is more likely, because leisure uses benefit from being near inviting places that encourage greater frequency of use.

• Independent and distinctive retailers: while independent retailers and restaurateurs often cannot pay the higher rents that chains provide (and thus support the construction of new buildings and facilities), incorporating them into a mix of vendors can increase the attractiveness of an area. Independent restaurateurs, such as barbecue operators, help highlight local, authentic St. Louis cuisine in a manner that is authentic well-appreciated, and capable of drawing in outside money. Crown Candy is an excellent example of an authentic, local business that can serve as a neighborhood anchor.

• Medical Office: An opportunity exists for a healthcare facility. Currently, there is a lack of many such facilities in the vicinity of the corridor, and the new Affordable Health Care for America Act (AHCAA) is providing health insurance to those who previously lacked it. As a result, communities such as Dellwood and Ferguson will likely represent a growth opportunity for health care providers in the future. Though incentives may be required, such development is likely to be largely privately-financeable.
2.7.4 PEOPLE & COMMUNITY DEVELOPMENT

A third and often-overlooked element of a corridor revitalization strategy is investments in people. Given certain socio-economic metrics present in the neighborhood, such as income and educational attainment, a sound community development strategy is highly warranted in the area. Organizations such as Beyond Housing, Rise, and the Carondelet Community Betterment Federation represent many local examples of efforts to develop property and community services simultaneously. While such investments cannot be necessarily tied to the corridor alone (after all, most people live in the adjacent neighborhoods), certain civic-oriented facilities and institutions could be introduced within the corridor that provide services to the surrounding neighborhoods. These could include:

- Early Childhood Center: Given some of the success stories of such centers, a location in the corridor for such an institution is highly justified. Funds from public, private, and/or institutional sources should be sought for the development and operations of the facility.
- Community Garden: Community gardens can be an excellent tool for stabilizing neighborhoods, particularly when they are formed by the community members themselves. A study by Gateway Greening showed greater stabilization of property values around many community gardens. In Dellwood, there is already interest from residents in establishing a garden, which we recommend should be co-located with a cluster of civic uses, such as a new library, childhood center, or City Hall. The need for civic spaces like this is evident in results from the workshops, survey, and observations of socializing along West Florissant.
- Library: Both a civic anchor that can drive traffic and an investment in people, libraries help further education and learning—two pillars to economic growth and access to employment.
“I expect to spend the rest of my life in the future, so I want to be reasonably sure of what kind of future it’s going to be. That is my reason for planning.”

– Charles Kettering
In order to arrive at a final concept, a process of reviewing and refining ideas must take place with the public and key stakeholders. This process of reviewing and redrafting concepts is called alternatives analysis, and immediately preceded the development of the Master Plan. The consultant team spent several weeks evaluating a vision statement, goals and concepts that met the expectations of the community for the West Florissant Avenue project. Specifically, the analysis included evaluation of five concept categories:

- Overall Vision, Goals and Strategies
- Specific corridor segment visions and strategies addressing land use, identity and image, as well as mobility and access
- Toolbox of techniques to apply in the corridor re-design, encompassing multi-modal transportation, green spaces, lighting, sustainability, infrastructure and utilities, parking, zoning, and placemaking.
- Specific economic development concepts for two key segments
- Bus Rapid Transit (BRT) access scenarios
3.1 STEPS OF ALTERNATIVES EVALUATION

West Florissant Avenue, in North St. Louis County, has long been a street that serves motorized vehicles well. In recent years there has been increasing need to do more than that – local communities along this corridor need also to be able to walk, bus, and bike, and many see the corridor as their only central place for shopping, meeting neighbors, and economic development.

The team led a process that included three Community Advisory Committee meetings as well as two rounds of public workshops that helped to set priorities that defined a vision, goals and strategies, and that in later meetings helped vet specific design proposals. Electronic polling was used to approve the vision, goals, and toolbox of design proposals, and again to vote on specific design alternatives (see appendix for full results). Working sessions with the Technical Advisory Committee were also held, and open houses with merchants and property owners opened up discussions about the concepts. The team also presented scenarios that would improve access from the corridor to the Bus Rapid Transit (BRT) system that Metro is planning for the corridor. These strategies were voted on in the CAC meeting and also presented to the TAC, and also to Metro and to Missouri Department of Transportation (MODOT) in a separate meeting.

In all meetings, there was very strong consensus on both broad and specific proposals, as described in further detail below.
3.2 BUILDING CONSENSUS

3.2.1 OVERALL VISION, GOALS AND STRATEGIES

Ninety-four percent of participants in the community meeting either “strongly agreed” or “agreed with changes” with the proposed vision statement and framework. Only minor changes were suggested. The overall goals were likewise approved nearly unanimously, with no changes.

3.2.2 SPECIFIC CORRIDOR SEGMENT STRATEGIES - LAND USE, IDENTITY AND IMAGE, MOBILITY AND ACCESS

The Vision Framework, presented in Chapter Four, divides the corridor into five separate segments for further study and design recommendations. Each corridor segment was presented separately with its own vision statement and strategies. Key proposals dealing with future land use were approved and helped set the framework for concept design.

Specifically, the team identified that segments 3 and 5 were ripe for major redevelopment, and which were the subject of further concept development as described below under section 3.2.4, Economic Development Concepts. It was agreed that the remaining three segments (1, 2 and 4) would retain their basic existing character. Segment 1 (North Gateway) has been recently redeveloped as a regional retail center and is likely to hold that course for the foreseeable future. Segments 2 (Green Boulevard) and 4 (Residential Avenue) are largely residential or institutional and participants agreed their character should remain more passive and green. Additional segment strategies for mobility and identity-image were also approved through the CAC and public meetings, and were therefore used to structure the recommendations in the Draft Master Plan.
3.2.3 TOOLBOX OF DESIGN TECHNIQUES

The public and CAC reviewed a toolbox of techniques that the consultant team recommended using in the design of the corridor. This toolbox encompassed: lane widths, access management, medians, crosswalks, sidewalks and walking paths, cycling facilities, street trees, lighting, stormwater planters, utilities, parking, zoning, placemaking, infill development, bus shelters, signage, and public seating and gathering areas.

There was overwhelming agreement in favor of the toolbox. Public meeting polling showed that on most of the toolbox items between 84% and 100% of people thought they were a “good idea.” Only two tools in the toolbox raised some questions in the public meeting: the use of stormwater planters, which a majority said are “worth considering” but only 17% thought was a “good idea.” The main cause for concern was whether, over time, the planters would lose their aesthetic appeal because of poor maintenance. Sitting areas also raised some concerns, mainly because of the potential for them to be occupied by long-term residents. The team responded to this concern by limiting any recommendations to create new seating to busy activity hubs where visibility and onsite management would reduce any likelihood of negative behaviors.

POLLING QUESTIONS: PLEASE INDICATE YOUR LEVEL OF SUPPORT FOR...
3.2.4 ECONOMIC DEVELOPMENT CONCEPTS

Two land use and economic development alternatives were presented for both Segments 3 (near the intersection with Chambers Road in Dellwood) and 5 (at the south end of the corridor).

The preferred alternative for Segment 3 (Dellwood Town Center) was Alternative 2, the “Civic Center Focus,” which locates a cluster of civic uses (city hall, library, community garden) next to the existing Dellwood Recreation Center. This is complemented by housing and a retail component focused on the intersection of Chambers Road. It was preferred over Alternative 1 by a moderately strong margin: 86% strongly agreed with Alternative 2 versus only 63% for Alternative 1. The CAC and TAC felt the plan was both more feasible and more attractive because it was in a protected area away from traffic. The fact that there is a large developable piece of land next to the civic cluster (Springwood Plaza) also signaled to people that there was more potential to leverage private investment. The final concept is included in Chapter Five in section 5.5.4.

Segment 3 - Alternative 1: Chamber Road focus

Chambers Road intersection becomes the hub of the community with a concentration of commercial and civic uses (such as a new City Hall, potential library and early childhood center, with community garden) clustered around the intersection.

Segment 3 - Alternative 2: Civic Center focus

While the Chambers Road intersection is still the focus for commercial development (within the limits of market demand), the civic uses are grouped around the Dellwood Recreation Center. This creates a synergy between civic anchors, including Dellwood Park.
In Segment 5 to the south (South Gateway), the preferred alternative was Alternative 2: the Healthy Living Apartment Community. It was preferred by a very strong margin (75% strongly agreed with Alternative 2 versus only 14% for Alternative 1) because: it provides a stronger green link to the Maline Greenway; it provides more green buffer for existing homes; and the green space owned by Emerson is better engaged than the other alternative. Based on feedback, the plan includes a Phase 2 of development that would redevelop the Park Ridge apartments with mixed income residential, in the long term (see concept in section 5.7.4).

Segment 5 - Alternative 1: South Gateway

Development is relegated to the area around Maline Creek which, once restored, will be a high-quality green space. It will be an attractive setting for mixed-income and senior housing as well as adjacent commercial development on West Florissant Avenue.

Segment 5 - Alternative 2: South Gateway

The amount of housing and commercial that the market would support is spread more thinly across the South Gateway area, activating more sites and engaging more property owners. The amount of development on each parcel is smaller.
3.2.5 BUS RAPID TRANSIT ACCESS

Bus Rapid Transit access scenarios were also considered by the Community Advisory Committee. The scenarios included the potential for adding a new BRT station in the North Gateway, or at least adding multi-modal access to West Florissant from the Transit Center. All members of the Technical Advisory Committee and CAC approved of these suggestions and both strategies are therefore included in the Master Plan (see section 5.3).

3.3 DEVELOPING THE PREFERRED ALTERNATIVE

Based on the participation by the public in alternatives analysis, the team advanced the preferred concepts to draft the Master Plan. Certain toolbox elements received major adjustments, based on comments by project sponsors. Some of these were addressed by providing a range of design solutions within which the project could proceed, from a near-term alternative to a long-term vision. These concepts are fully described in Chapter Five.
Chapter Four

VISION FRAMEWORK
“The best streets create and leave strong, lasting, positive impressions; they catch the eyes and the imagination. They are joyful places to be, and given a chance one wants to return to them. The best streets continue, are long lived.”

— Allan B. Jacobs.

*Great Streets. (Cambridge: MIT Press, 1993). 312*
A vision framework is essential in guiding corridor revitalization efforts and shaping the corridor’s urban design character. The Vision for West Florissant Avenue builds on its existing conditions and is grounded in community input, and is expressed as a formalized Vision Statement. From this Vision, five principles have emerged and further underlie the Vision Framework for West Florissant Avenue. These principles are:

A. Mobility, Access and Safety
B. Economic Development
C. Community Places
D. Image and Identity
E. Sustainable Practices

This chapter presents the Vision Statement for West Florissant Avenue and outlines overall corridor goals and strategies for the five principles. In addition, the Vision Framework recognizes five distinct Segments along the corridor, and presents a Vision and Objectives for each segment.
4.1 VISION STATEMENT

The Vision for West Florissant Avenue comes from community and stakeholder input received through multi-faceted outreach efforts. These have included public workshops and virtual walking tours, interviews with community leaders, input from the Community Committee and Technical Advisory Committee, an Agency workshop, and an online survey and mapping tool.

The Vision Statement has distilled this community and stakeholder input, with the most significant community values expressed as how the corridor should look, feel, and contribute to the community’s future.
A Vision for West Florissant Avenue...

West Florissant Avenue connects neighborhoods, institutions, parks and town center areas with safe and attractive linkages for pedestrians, cyclists, vehicles and transit.

The design of the street brings a cohesive image and identity to Dellwood and Ferguson. Civic places and walkable areas define the heart of the community.

This Great Street offers a healthy lifestyle not solely dependent on cars and benefits from rich sustainable landscapes and natural features. The street’s future development is the reflection of strong collaboration among Dellwood, Ferguson, and St. Louis County.
4.2 OVERALL CORRIDOR GOALS AND STRATEGIES

This plan’s Vision forms the basis for corridor-wide Goals and Strategies. The corridor’s Goals are more specific outcomes desired for the future, and the Strategies are general approaches used to achieve the Goals and help realize the Vision. Overall Goals and Strategies are presented here for each of the five principles.

A VISION FOR WEST FLORISSANT AVENUE...

West Florissant Avenue connects neighborhoods, institutions, parks and town center areas with safe and attractive linkages for pedestrians, cyclists, vehicles and transit.

The design of the street brings a cohesive image and identity to Dellwood and Ferguson. Civic places and walkable areas define the heart of the community.

This Great Street offers a healthy lifestyle not solely dependent on cars and benefits from rich sustainable landscapes and natural features. The street’s future development is the reflection of strong collaboration among Dellwood, Ferguson, and St. Louis County.

4.2.1 CORRIDOR GOALS

A. MOBILITY, ACCESS AND SAFETY

Create a community that is connected, safe, and accessible for all users, including those moving to, through, and within the West Florissant Avenue Corridor.

B. ECONOMIC DEVELOPMENT

Support existing residents and attract businesses that better serve them through goods, services and economic opportunity.

C. COMMUNITY PLACES

Design Places where people want to gather and connect.

D. IMAGE AND IDENTITY

Provide places that create a distinctive and marketable community image and identity.

E. SUSTAINABLE PRACTICES

Implement best practices in sustainable, resource-conserving development including transportation, building and redevelopment, and public gathering areas.
### 4.2.2 CORRIDOR STRATEGIES

| A1. Maximize the efficient use of space along the corridor to accommodate all users and mode shifts | A4. Employ access management to improve congestion and create continuity in walking |
| A2. Include practical and amenable pedestrian facilities (particularly at crossings) | A5. Enhance personal safety by creating a more vibrant and welcoming urban setting |
| A3. Enhance green links like Maline and Hudson Creeks |  |

| B1. Target public investment where it is most catalytic | B4. Encourage redevelopment of aging / obsolete properties / land uses |
| B2. Invest in the public realm to improve the image and marketability of West Florissant Avenue | B5. Seek institutional, corporate, and foundation partners to advance joint goals |
| B3. Capitalize on investments in transit to improve access to jobs and services and attract new business | B6. Bolster property values through smart investment |

| C1. Develop town center meeting places at the heart of the pedestrian and shopping activity | C3. Improve access to corridor destinations from surrounding neighborhoods |
| C2. Create and enhance civic places, green spaces, and the activities that enliven them |  |

| D1. Reduce paved areas and visible parking in targeted areas | D4. Design branded elements like streetscape amenities and gateways that define the corridor |
| D2. Beautify through green infrastructure, natural spaces and green linkages | D5. Provide guidance for more attractive development, including building siting, signage and façade design |
| D3. Encourage complimentary land uses |  |

| E1. Encourage a more walkable and transit-based community that helps lower exhaust emissions and enhance public health | E4. Reduce paved areas to reduce heat island effect |
| E2. Collect and treat stormwater to reduce pollution entering streams | E5. Look for opportunities to reduce light and noise pollution |
| E3. Use trees and vegetation to create a more attractive place to live | E6. Provide guidance and clarify roles for effective maintenance |
|  | E7. Reduce load on utility, electrical, stormwater infrastructure and reduce maintenance. |
4.2.3 VISION FRAMEWORK

The West Florissant Avenue corridor is envisioned as a vibrant, diverse corridor that is transformed into an active, pedestrian-friendly street. It will provide a safe, well-defined, and comfortable environment for all users. The development of civic uses and housing, along with the redesign of the streetscape, will help revitalize the corridor, bringing new activity, life, and investment to the area.

West Florissant Avenue is envisioned as a corridor that is characterized by:

- A series of community destinations such as parks, creeks and greenways, recreational spaces, and local institutions
- Five distinct yet interconnected “corridor segments,” or unique districts
- Two key commercial nodes ripe for redevelopment
- Transformational improvements to transit through a proposed Bus Rapid Transit system
- A signature multi-use path that expands walking and bicycling opportunities dramatically
- A new lattice of pedestrian and bicycle connections through widened, shaded sidewalks and mid-block crossings
- A desirable streetscape context for redeveloping vibrant, mixed-use neighborhoods
Vision Framework 3: proposed economic development areas where future development should be focused to help existing businesses and create walkable districts.

Vision Framework 4: proposed BRT route.

Vision Framework 5: proposed multi-use trail spine.

Vision Framework 6: proposed bike/pedestrian connectivity.
Great Streets Initiative
West Florissant Avenue Demonstration Project

Project Sponsors:
East West Gateway | Cities of Dellwood and Ferguson | St. Louis County

Vision Framework

Proposed Bike/Ped Network
Proposed Midblock Crossing
Existing Curb Extensions
Proposed BRT Line
New or Relocated Signalized Intersection with Enhanced Crosswalk
Proposed Economic Redevelopment Areas
Proposed Community Gateway
Existing Bike/Ped Network
Rail Line
Planning Area
Primary Corridor
City Limit
Park
Creek Buffer
Asset

May 2014
Data Source:
St. Louis County GIS

CHAPTER FOUR VISION FRAMEWORK

MAP 4.1. VISION FRAMEWORK MAP
## 4.3 Corridor Segment Objectives

Because of the corridor’s length and varying mix of land use patterns and mobility characteristics, it is worthwhile to subdivide it into distinct segments for further consideration. Each Corridor Segment consolidates a roadway segment and surrounding parcels. The five Corridor Segments include North Gateway, Green Boulevard, Dellwood Town Center, Residential Avenue, and South Gateway.

<table>
<thead>
<tr>
<th>CORRIDOR SEGMENT OBJECTIVES</th>
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<tbody>
<tr>
<td>1 - North Gateway</td>
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<tr>
<td>2 - Green Boulevard</td>
</tr>
<tr>
<td>3 - Dellwood Town Center</td>
</tr>
<tr>
<td>4 - Residential Avenue</td>
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<tr>
<td>5 - South Gateway</td>
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### Vision

<table>
<thead>
<tr>
<th>1 - North Gateway</th>
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</thead>
<tbody>
<tr>
<td>A retail center that draws customers to West Florissant Avenue from surrounding communities</td>
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<table>
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<tr>
<th>2 - Green Boulevard</th>
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</thead>
<tbody>
<tr>
<td>An attractive green roadway connecting neighborhood institutions and parks</td>
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<table>
<thead>
<tr>
<th>3 - Dellwood Town Center</th>
</tr>
</thead>
<tbody>
<tr>
<td>A walkable and friendly town center that is the heart of Dellwood</td>
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<tr>
<th>4 - Residential Avenue</th>
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<tbody>
<tr>
<td>A verdant residential corridor enhanced by natural areas and Maline Creek</td>
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<tr>
<th>5 - South Gateway</th>
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<tbody>
<tr>
<td>A neighborhood node distinguished by sustainable practices that promote a healthy creek environment</td>
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### Objectives

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<tr>
<th>1 - North Gateway</th>
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<tbody>
<tr>
<td>A. Mobility, Access and Safety</td>
</tr>
<tr>
<td>Develop strong ped and bike access through dedicated facilities, amenable ped crossings, and improved access from public institutions to adjacent retail services. Ensure safe ped access to bus stops. Maintain mobility for regional and destination traffic.</td>
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<thead>
<tr>
<th>2 - Green Boulevard</th>
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</thead>
<tbody>
<tr>
<td>A. Mobility, Access and Safety</td>
</tr>
<tr>
<td>Develop strong ped and bike access through dedicated facilities, amenable ped crossings, and improved access to park space. Maintain smooth traffic flow.</td>
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<tr>
<th>3 - Dellwood Town Center</th>
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<tbody>
<tr>
<td>B. Economic Development</td>
</tr>
<tr>
<td>Limit further commercial development, coordinate jurisdictional efforts, and capitalize on improved bike/ped access.</td>
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<tr>
<th>4 - Residential Avenue</th>
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</thead>
<tbody>
<tr>
<td>C. Community Places</td>
</tr>
<tr>
<td>Develop greenspace at creek, improve bike/ped access to Hudson Park, capitalize on bike/ped facilities for unique placemaking.</td>
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<tr>
<th>5 - South Gateway</th>
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<tbody>
<tr>
<td>D. Image and Identity</td>
</tr>
<tr>
<td>Enhance natural features as a corridor element, emphasize green of corridor, screen parking, reduce the commercial identity &amp; scale. Coordinate jurisdictional efforts.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>1 - North Gateway</th>
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</thead>
<tbody>
<tr>
<td>E. Sustainable Practices</td>
</tr>
<tr>
<td>Reduce load on utility, electrical, stormwater infrastructure, reduce automobile dependence.</td>
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<table>
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<tr>
<th>2 - Green Boulevard</th>
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<tbody>
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<th>4 - Residential Avenue</th>
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<th>5 - South Gateway</th>
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<tr>
<td>Reduce load on utility, electrical, stormwater infrastructure, reduce automobile dependence.</td>
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</table>
4.4 PERFORMANCE MEASURES

This Master Plan recommends opportunities to rebuild West Florissant Avenue in ways that have a positive impact on multi-modal transportation, safety, overall sense of place, economic performance, and overall sustainability. To help ensure that the project delivers on these high-level community goals, we have developed a set of performance measures to allow decision-makers to evaluate alternatives, make decisions, and monitor how well the project promotes positive change.

In the past, transportation projects have been measured by their performance only in solving vehicular issues, such as congestion. The problem with this approach is that it limits the potential of a transportation project to improve our communities in many other ways, and even limits the potential to address other modes effectively. In fact, without a more integrated and holistic approach, our transportation projects can have negative impacts on other community goals, such as creating a sense of place or improving economic development. Therefore, the selection of these measures is vital to building a complete street that factors in the community’s overarching priorities.

In summary, success for the West Florissant Avenue project will be measured by the degree to which it:

<table>
<thead>
<tr>
<th>Performance Measures</th>
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<tbody>
<tr>
<td>MOBILITY, ACCESS, AND SAFETY</td>
</tr>
<tr>
<td>Improve the aggregate level of service for all modes of transportation</td>
</tr>
<tr>
<td>Encourage people to make full use of the range of transportation options</td>
</tr>
<tr>
<td>Create a safer street for pedestrians and drivers alike</td>
</tr>
<tr>
<td>ECONOMIC PERFORMANCE</td>
</tr>
<tr>
<td>Reduce commercial vacancy rates</td>
</tr>
<tr>
<td>Catalyze new development and redevelopment in accord with the Master Plan</td>
</tr>
<tr>
<td>Catalyze investment from the private sector</td>
</tr>
<tr>
<td>Increase property values</td>
</tr>
<tr>
<td>Create more choices in housing types</td>
</tr>
<tr>
<td>COMMUNITY PLACES</td>
</tr>
<tr>
<td>Improve the overall quality of the public realm</td>
</tr>
<tr>
<td>IMAGE AND IDENTITY</td>
</tr>
<tr>
<td>Improve public perception and awareness and district brand and marketability</td>
</tr>
<tr>
<td>SUSTAINABILITY STRATEGIES</td>
</tr>
<tr>
<td>Increase tree canopy coverage</td>
</tr>
<tr>
<td>Reduce load on stormwater infrastructure</td>
</tr>
<tr>
<td>Improve water quality</td>
</tr>
<tr>
<td>Improve energy efficiency, reduce life cycle costs in lighting</td>
</tr>
</tbody>
</table>
4.4.1 MOBILITY, ACCESS AND SAFETY

CREATE A COMMUNITY THAT IS CONNECTED, SAFE, AND ACCESSIBLE FOR ALL USERS

Improving certain key measurable aspects of the transportation function of West Florissant Avenue is essential to achieving the vision and goals as expressed by the community.

For the corridor to become a street that works for all users, its performance for walkers, bikers, and transit riders must be measured as carefully as we measure the “level of service” for automobiles. Nevertheless the recommendations will not degrade vehicle LOS and will actually improve traffic flow through access management.

Modal split is the percentage of people who get to work using all available modes of transportation. A successful outcome would show that the share of people using alternative modes (walking, biking, transit, for example) has increased, indicated that the project has improved their ability to get by without a car.

<table>
<thead>
<tr>
<th>METRIC</th>
<th>GOAL</th>
<th>BASELINE</th>
<th>SMART GOAL</th>
<th>STRATEGIES</th>
<th>DATA SOURCE</th>
<th>INTERVAL / LEAD AGENCY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Multi-modal Level of Service (LOS)</td>
<td>Improve the aggregate Level of Service for all modes of transportation</td>
<td>Vehicle LOS D Pedestrian LOS E Bicycle LOS E Transit LOS D</td>
<td>Vehicle LOS D Pedestrian LOS C Bicycle LOS C Transit LOS B</td>
<td>Introduction of Multi-use Path; Access Management and median; Introduction of BRT</td>
<td>HPE Walkability Index; Florida DOT Quality Level of Service (Q/LOS)</td>
<td>2, 5, and 10 years / St. Louis County</td>
</tr>
<tr>
<td>Modal split</td>
<td>Encourage people to make use of the full range of transportation options</td>
<td>75.7% of project area residents drove to work alone; 8.5% used transit; 0.6% walked to work; 1.8% used other means, including bicycle, motorcycle, or taxicab. 13.5% of people in the Study Area did not use a car to get to work.</td>
<td>Raise % of trips by modes other than automobile by 10%</td>
<td>Improvement in the facilities for and urban form conducive to walking, bicycling, and using transit</td>
<td>U.S. Census data, Metro bus boardings</td>
<td>2, 5, and 10 years / St. Louis County</td>
</tr>
<tr>
<td>Pedestrian and Vehicle crash rates</td>
<td>Create a safer street for pedestrians and drivers alike</td>
<td>21 pedestrian crashes over 4 years (2008-2012), MVE crash rates of 2.442 at Pershall Rd and 2.328 at Chambers Rd.</td>
<td>Reduce pedestrian crash rate by 50%; reduce vehicular crash rates by 20%</td>
<td>Redesign of intersections, introduction of better pedestrian facilities, access management</td>
<td>St. Louis County Department of Highways and Traffic</td>
<td>3, 6, and 9 years / St. Louis County</td>
</tr>
</tbody>
</table>
Crash rates, especially involving pedestrians, were a key concern in the planning process, and although accident rates for vehicles were not shown to be higher than the national average, creating a safer environment by reducing crashes of all types is a priority goal, particularly around Pershall Rd. and Chambers Rd.
### 4.4.2 ECONOMIC PERFORMANCE

**ATTRACT BUSINESSES THAT BETTER SERVE RESIDENTS AND CREATE ECONOMIC OPPORTUNITY**

Catalyzing private investment and increases in property values are fundamental reasons for making public investments in the corridor. Strategies for maximizing this catalytic effect include the creation of a lead entity that advocates for the corridor, recruits developers and anchor tenants, and helps generate funding streams, as described in Chapter 7.

<table>
<thead>
<tr>
<th>METRIC</th>
<th>GOAL</th>
<th>BASELINE</th>
<th>SMART GOAL</th>
<th>STRATEGIES</th>
<th>DATA SOURCE</th>
<th>INTERVAL / LEAD AGENCY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vacancy rate</td>
<td>Reduce commercial vacancy rates</td>
<td>16% vacancy</td>
<td>8% vacancy rate</td>
<td>Catalytic public sector improvements, lead entity that champions for redevelopment</td>
<td>CoStar</td>
<td>Annually / Cities of Dellwood and Ferguson</td>
</tr>
<tr>
<td>Amount of new space developed or redeveloped, in square feet</td>
<td>Catalyze new development and redevelopment</td>
<td>baseline is zero</td>
<td>Steady increase of redevelopment in target areas (Dellwood Town Center, South Gateway), guided by real estate program in Master Plan</td>
<td>Catalytic public sector improvements, lead entity that champions for redevelopment</td>
<td>City permitting</td>
<td>Annually / Cities of Dellwood and Ferguson</td>
</tr>
<tr>
<td>Total development value</td>
<td>Catalyze investment from the private sector</td>
<td>baseline is zero, or current assessed value of existing properties</td>
<td>Steady increase in private sector investment n target areas (Dellwood Town Center, South Gateway),</td>
<td>Catalytic public sector improvements, lead entity that champions for redevelopment</td>
<td>Future CID, or cities of Dellwood and Ferguson</td>
<td>Annually / Cities of Dellwood and Ferguson</td>
</tr>
<tr>
<td>Assessed value</td>
<td>Increase property values</td>
<td>Average Home Value: Dellwood = $58,000, Ferguson = $63,200</td>
<td>Improvement in home values ahead of St. Louis County average</td>
<td>Catalytic public sector improvements improve desirability of area</td>
<td>Zillow Home Index</td>
<td>Annually / Cities of Dellwood and Ferguson</td>
</tr>
<tr>
<td>Housing types available</td>
<td>Create more choices in housing types</td>
<td>Residential uses account for 15.8 percent of the existing land use on the corridor. Multi-family residential occupies only 2.2 percent.</td>
<td>Redvelop target areas with mix of uses that include mixed-income and senior housing</td>
<td>Catalytic public sector improvements, lead entity that champions for redevelopment</td>
<td>Cities of Dellwood and Ferguson</td>
<td>Every 5 years / Cities of Dellwood and Ferguson</td>
</tr>
</tbody>
</table>
4.4.3 COMMUNITY PLACES

DESIGN PLACES WHERE PEOPLE WANT TO GATHER AND CONNECT

The lack of community places where neighbors can meet was remarked on throughout the planning process. Dellwood City Park is an attractive green space about which that many residents are unaware. Increasing the visibility of the park as well as programming it will strengthen social ties in Dellwood. Annual Walk Audits that engage residents and merchants in evaluating the public realm will also build ownership of the project and those working for the best possible outcomes.

<table>
<thead>
<tr>
<th>METRIC</th>
<th>GOAL</th>
<th>BASELINE</th>
<th>SMART GOAL</th>
<th>STRATEGIES</th>
<th>DATA SOURCE</th>
<th>INTERVAL / LEAD AGENCY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walk Audit ratings</td>
<td>Improve the overall quality of the public realm</td>
<td>Baseline to be created through use of Walk Audit</td>
<td>Overall improvements in walk audit ratings of public realm</td>
<td>Improvements to Park frontage, enhancements to streetscape, development of town center nodes, quality of private investment</td>
<td>Walk Audits</td>
<td>Bi-annually / Cities of Dellwood and Ferguson</td>
</tr>
</tbody>
</table>

4.4.4 IMAGE AND IDENTITY

PROVIDE PLACES THAT CREATE A DISTINCTIVE COMMUNITY IMAGE AND IDENTITY

Improving the image and identity of the corridor is one of the highest priorities of the community and local businesses. The Master Plan and toolbox recommendations are a comprehensive set of design strategies for accomplishing this. Changes to zoning will be another key piece that, over time, will change the character from a corridor that in places is defined by asphalt and parking to a place that instead feels more like a main street shopping and walking environment. Between these commercial nodes (Segments 3 and 5) will be areas of enhanced green space that raise the quality of life for residents and increase the appeal for those visiting or driving through.

<table>
<thead>
<tr>
<th>METRIC</th>
<th>GOAL</th>
<th>BASELINE</th>
<th>SMART GOAL</th>
<th>STRATEGIES</th>
<th>DATA SOURCE</th>
<th>INTERVAL / LEAD AGENCY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walk Audit ratings</td>
<td>Improve public perception and awareness</td>
<td>Baseline to be created through use of Walk Audit</td>
<td>Overall improvements in walk audit ratings of image and identity</td>
<td>Overall enhancements to streetscape</td>
<td>Walk Audits</td>
<td>Bi-annually / Cities of Dellwood and Ferguson</td>
</tr>
</tbody>
</table>
4.4.5 SUSTAINABILITY STRATEGIES

IMPLEMENT BEST PRACTICES IN SUSTAINABLE, RESOURCE-CONSERVING DESIGN IN THE PUBLIC RIGHT-OF-WAY

With recommended elements like the median, multi-use path, and buffers, the overall amount of green space is projected to increase by 70%. This will greatly reduce stormwater runoff and improve water quality in creeks. Additional trees and stormwater planters will enhance these effects even more while also reducing heat island effect. During design, new types of high-efficiency lighting will bring the overall use of energy down by at least 30%.

<table>
<thead>
<tr>
<th>METRIC</th>
<th>GOAL</th>
<th>BASELINE</th>
<th>SMART GOAL</th>
<th>STRATEGIES</th>
<th>DATA SOURCE</th>
<th>INTERVAL / LEAD AGENCY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percent of tree canopy coverage</td>
<td>Increase tree canopy coverage</td>
<td>13% of the project area has canopy coverage</td>
<td>Coverage will increase to 19% in the near-term goal or 26% in the long-term vision</td>
<td>Use trees throughout the corridor following the Master Plan</td>
<td>GIS</td>
<td>Before/After construction / St. Louis County</td>
</tr>
<tr>
<td>Estimated volume during storm event, based on impervious surfaces</td>
<td>Reduce load on stormwater infrastructure</td>
<td>Area 1 = 46.12 cubic feet per second (cfs), Area 2 = 80.54 cfs, Total = 126.66 (cfs)</td>
<td>Area 1 = 42.58 cubic feet per second (cfs), Area 2 = 75.83 cfs, Total = 118.42 (cfs)</td>
<td>A design that follows the Master Plan would increase green space by 70% and reduce impervious surfaces at least 34%</td>
<td>GIS</td>
<td>Before/After construction / Metropolitan Sewer District</td>
</tr>
<tr>
<td>Water quality testing</td>
<td>Improve water quality</td>
<td>Baseline to be created through use of EPA water test</td>
<td>Overall improvements in quality using a before/after construction comparison</td>
<td>Overall increase of green infrastructure including green space, trees, and stormwater planters</td>
<td>EPA water sample testing</td>
<td>Before/After construction; then annually / Cities of Dellwood and Ferguson with EPA</td>
</tr>
<tr>
<td>Estimated energy use, based on wattage</td>
<td>Improve energy efficiency</td>
<td>An inventory of existing fixtures to be done during the design phase</td>
<td>Minimum 30% reduction of energy consumption</td>
<td>Replacement of lighting fixtures that serve vehicles and pedestrians</td>
<td>Ameren estimate based on fixture ratings</td>
<td>Before/After construction / Design team with Ameren</td>
</tr>
<tr>
<td>Light Pollution</td>
<td>Reduce “skyglow” light pollution</td>
<td>Baseline to be created prior to reconstruction</td>
<td>Reduce SQM (Sky Quality Meter reading) by at least 30%</td>
<td>Use of light fixtures (including signage) with cut-off reflectors or dark sky compliance</td>
<td>Dark Sky Meter app for iPhone</td>
<td>Before/After construction / Cities of Dellwood and Ferguson with Ameren</td>
</tr>
</tbody>
</table>
Currently the study area is 75% covered by impervious surfaces. Drainage analysis for the two sub-area watersheds in the study area shows the improvement in runoff made by the changes recommended in the Master Plan, based on a 20-minute, 15-year storm event.

Table showing stormwater runoff calculations in the existing condition for the two drainage areas (see map to left)

<table>
<thead>
<tr>
<th>Area Title</th>
<th>Area 1</th>
<th>Area 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Description</td>
<td>North</td>
<td>South</td>
</tr>
<tr>
<td>Q=PI*A</td>
<td>0 sq. ft.</td>
<td>0 sq. ft.</td>
</tr>
<tr>
<td>Area (acres)</td>
<td>0 sq. ft.</td>
<td>0 sq. ft.</td>
</tr>
<tr>
<td>Total</td>
<td>628279 sq. ft.</td>
<td>1075486 sq. ft.</td>
</tr>
<tr>
<td>Q</td>
<td>Existing Drainage Summary: (15-Year, 20-Minute):</td>
<td>Proposed Drainage Summary: (15-Year, 20-Minute):</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Roof=</td>
<td>0 sq. ft.</td>
</tr>
<tr>
<td></td>
<td>PI=</td>
<td>0.00 acres</td>
</tr>
<tr>
<td></td>
<td>Flow (cfs)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Roof=</td>
<td>0 sq. ft.</td>
</tr>
<tr>
<td></td>
<td>PI=</td>
<td>0.00 acres</td>
</tr>
<tr>
<td></td>
<td>Flow (cfs)</td>
<td></td>
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<td></td>
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</tr>
<tr>
<td></td>
<td>Roof=</td>
<td>0 sq. ft.</td>
</tr>
<tr>
<td></td>
<td>PI=</td>
<td>0.00 acres</td>
</tr>
<tr>
<td></td>
<td>Flow (cfs)</td>
<td></td>
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<tr>
<td></td>
<td>Roof=</td>
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</tr>
<tr>
<td></td>
<td>PI=</td>
<td>0.00 acres</td>
</tr>
<tr>
<td></td>
<td>Flow (cfs)</td>
<td></td>
</tr>
</tbody>
</table>

Tree planting can reduce stormwater runoff even more than calculations show. A typical medium-sized tree can intercept as much as 2380 gallons of rainfall per year. Source: US Forest Service
Chapter Five
“It’s no big mystery. The best streets are comfortable to walk along with leisure and safety. They are streets for both pedestrians and drivers. They have definition, a sense of enclosure with their buildings; distinct ends and beginnings, usually with trees. The key point again, is great streets are where pedestrians and drivers get along together.”

— Allan B. Jacobs.

*Great Streets. (Cambridge: MIT Press, 1993).* 312
CHAPTER FIVE

CONCEPT PLAN

IN THIS CHAPTER

URBAN DESIGN VISION

CORRIDOR SEGMENTS

CORRIDOR SEGMENT 1: NORTH GATEWAY

CORRIDOR SEGMENT 2: GREEN BOULEVARD

CORRIDOR SEGMENT 3: DELLWOOD TOWN CENTER

CORRIDOR SEGMENT 4: RESIDENTIAL AVENUE

CORRIDOR SEGMENT 5: SOUTH GATEWAY

THE URBAN DESIGN CONCEPT PLAN for the West Florissant Avenue corridor and surrounding project area outlines the preferred character and experience for the area by illustrating connections, destinations, relationships and gateways. The Concept emphasizes improvements to the public realm, circulation patterns, and character of the corridor along its length. The Concept also identifies strategic development opportunity sites. It is the visual blueprint for the corridor creating a unified identity while also encouraging the establishment of distinct districts.
5.1 URBAN DESIGN VISION

5.1.1 LEVERAGING PUBLIC REALM INVESTMENTS

The concepts presented in the Plan follow an overall strategy of making the right improvements to the public realm that will catalyze the private sector to respond with new development projects that bring up the overall quality of the commercial areas of Dellwood and Ferguson. This may begin with subsidized and institutional investments, such as civic buildings or senior housing, but will also lead to private projects as developers jump on board this unfolding success story.

5.1.2 PUBLIC REALM

The Conceptual Plan strives to make West Florissant Avenue a Great Street. It unites five distinct corridor segments through a consistent public realm that provides a safe, well defined, and comfortable environment for all users. The Concept emphasizes reclaiming new space for the public realm by reimagining space that is currently allocated for automobiles.

With the space devoted to vehicular traffic more carefully defined, this modest downsizing of the roadway footprint will create new space that can be devoted to pedestrians and cyclists, while maintaining strong level of service for vehicles. Adopting a widely-used urban design best practice for standard lane widths, which has been shown to reduce speeding and pedestrian crashes, the plan recommends using narrower lanes that are still within the acceptable US standards for roads of this size (according to the Federal Highway Administration, “with all else being equal, the wider the perceived road, the faster motorists will travel.” See http://contextsensitivesolutions.org/content/reading/road-config/).

A planted center median will add beauty while retaining the function of the center turning lane. It will bring a much-needed green space that improves the look of the avenue, helps calm traffic, serves as a pedestrian refuge, helps manage stormwater runoff and improves permeability and the heat island effect. The median will also provide space for distinctive wayfinding signage and major gateway elements to mark the entrances.
to the cities of Dellwood and Ferguson. Driveway consolidation and other access management strategies will improve pedestrian safety, reduce crashes, and relieve congestion by limiting and clarifying turns. Final median locations and dimensions will be approved by St. Louis County.

Innovative new design features will boost the livability, identity, and economic performance of West Florissant Avenue. Along the east side of the street, a multi-use path will provide a safe and comfortable route for cyclists and pedestrians to move along the corridor in comfort and safety. This path will be a major branding opportunity for Dellwood and Ferguson, and an attraction for new residents and businesses. Sidewalks on the west side will be improved and made continuous from north to south. On both sides, these paths and sidewalks are envisioned to be separated from moving traffic by landscaped buffers that also serve as stormwater planters and rain gardens, where appropriate.

New streetscape amenities will improve the environment for pedestrians and cyclists. Pedestrian-scale lighting will improve the environment along paths and sidewalks, using high-efficiency lights to minimize maintenance cost, maximize sustainability, and reduce light pollution. Furniture and seating at key locations with high pedestrian traffic, particularly as part of the redevelopment envisioned in Segments 3 and 5, and where people gather will maximize enjoyment of key public spaces like Dellwood Park and Maline Creek.

5.1.3 PRIVATE REALM

Given the finite amount of development that the market analysis indicated is likely to be possible over a 10-year period, locations should be sought that have the potential to be most catalytic in attracting investment. This includes projects along the corridor and investments in the nearby neighborhoods. Economic development and re-development is envisioned to occur around
two main nodes: the Dellwood Town Center area, near the intersection with Chambers Road (Corridor Segment 3), and the South Gateway area in Ferguson just south of Maline Creek (Corridor Segment 5). These areas have been commercial nodes for many years already and are well positioned to benefit from significant redevelopment investment.

New infill development should be guided by new zoning and guidelines that require buildings and entrances to be built up to the sidewalk, forming a consistent street wall. Until redevelopment occurs, individual property owners should be encouraged to beautify the edges of existing parking lots that front the avenue, so that the pedestrian experience is improved.

5.1.4 A SUSTAINABLE GREAT STREET

On great streets around the world, innovative sustainable practices are the reality – literally on every corner. Throughout the design of the West Florissant corridor, sustainable practices will be integrated into the design and featured as public amenities that will define the area as unique, improve environmental and public health, and stimulate new investment in and value for Dellwood and Ferguson.

Several technologies quickly growing in use around the world will vastly reduce rainwater runoff, help prevent flooding, and minimize roadway pollution. These best practice technologies include:

- The use of permeable paving surfaces in the multi-use path in the vicinity of the creeks to improve permeability of hard surfaces, helping water soak through to the ground beneath and replenish groundwater supplies
- Stormwater planters, swales, and rain gardens, which can be used instead of traditional tree pits to capture significant runoff that would otherwise be directed into the combined sewer system. This captures rain for watering trees and plants to reduce water use, reduces operating costs for sewer systems, and minimizes the problem of sanitary sewers overflowing when overwhelmed during storms and high water events
- New green space integrated into the roadway design in buffers and medians, that can increase the permeable area by up to 70% and reduce impervious surfaces by at least 35%

Major upgrades to the urban forest: Street trees have numerous benefits, and are recommended throughout the corridor. Street trees improve
Reducing automobile dependence: Shifting more travel from private vehicle trips to active transportation and public transportation puts less pollution into the air and streams, and results in healthier lifestyles. Strategies for increasing mode shift to more sustainable modes include:

- Providing viable multi-modal options for getting around by foot and by bike. Existing facilities for pedestrians and bicyclists on West Florissant are poor to nonexistent, assuring that these modes will not be able to compete against driving. Upgrading the outdated design of West Florissant to a street with high-quality pedestrian facilities and a separated, safe path for bicycle travel will allow for more walking and biking trips. Providing better access on foot and by bike also addresses a longtime equity issue for a neighborhood that has a lower than normal rate of car ownership.

- Improving and upgrading transit service and facilities. With the potential for a new BRT system on West Florissant, the options for high-quality transit will be better than ever. Upgrading transit boarding facilities and pedestrian crossing areas will improve the experience for existing transit riders on a corridor that already has the some of the highest ridership in the region.

Air quality, produce oxygen and reduce carbon dioxide, lower levels of noise and dust, provide shade, lower temperatures, provide habitat for wildlife, and reduce surface water run-off. For humans, they improve asthma and other airborne diseases, enhance the street’s appeal, help provide a sense of place and community, and increase property values. The tree canopy coverage will increase from 13% today to 19% in the near-term goal planting plan or 26% coverage in the long-term vision planting plan.

Trees also require care in their selection, planting and maintenance. In retail areas, tree species and location can prevent any problems of trees blocking store signs and entrances; under utility lines, smaller tree species can be used to prevent them from growing into the wires. Urban trees live longer, healthier lives when planted in adequate conditions that limit compaction with sufficient soil medium or in structured soils, such as “silva cells,” that protect soil from compaction and allow roots to grow more quickly. These soil technologies also eliminate the problem of roots lifting sidewalks because the structured soil provides space to grow. Careful taproot species selection is also important.
• Reducing sprawling land consumption in favor of more compact and walkable commercial centers. Compact, transit-oriented development means more walking to shops instead of driving from store to store. Modernizing lighting along the avenue: upgrading street lights can improve safety significantly, reduce energy use, and also reduce light pollution. New pedestrian-scale lighting fixtures are more efficient than ever, and will ensure the corridor uses energy as efficiently as possible — saving money as well as the environment. Fixtures also should be selected for their maintenance characteristics.

5.2 CORRIDOR SEGMENTS

The Concept Plan identifies distinct characteristics of the different sections of the Florissant Avenue corridor. A district is defined by the predominance of a certain type of existing character within it. The character is based on the nature of uses, its location, and recent development and planned projects.

As highlighted by the shaded areas in Map 5.1, the segments (running north to south) within the West Florissant Avenue project area include:

Corridor Segment 1: North Gateway
Corridor Segment 2: Green Boulevard
Corridor Segment 3: Dellwood Town Center
Corridor Segment 4: Residential Avenue
Corridor Segment 5: South Gateway
5.3 CORRIDOR SEGMENT 1: NORTH GATEWAY

5.3.1 OVERVIEW OF SITE AND CONCEPT

The North Gateway, which runs from the I-270 interchange in the north to just south of Keelen Avenue, is a major economic development hub, within the limits of the City of Ferguson. The area is characterized by highway-serving big-box retail, including a successful Wal-Mart. There is also some low-density housing, a YMCA, and the St. Louis Community College (SLCC) campus abuts the northwest edge. A new transit center, planned for the northeast corner of the North Gateway, will be a major new regional hub. Few significant land use changes are expected in this segment.

NORTH GATEWAY VISION: A REGIONAL RETAIL CENTER THAT DRAWS CUSTOMERS TO WEST FLORISSANT AVENUE FROM SURROUNDING COMMUNITIES

Streetscape improvements like widened sidewalks, a new multiuse path, a green median, and new lighting and trees will enhance the attractiveness of this segment as an entrance to the City of Ferguson and greatly improve neighborhood access to this hub by transit, biking and walking.
CHAPTER FIVE CONCEPT PLAN

Desirable Character for North Gateway

Long-term vision

Segment 1 Location

Planned Transit Center

North Gateway

YMCA
5.3.2 MOBILITY, ACCESS, AND SAFETY

Portions of the North Gateway currently use turn lanes on both sides, creating a variable condition that ranges from five to seven lanes. The future design of this segment will depend greatly on the outcome of: MoDOT’s continuing study of the I-270 interchange, which may recommend that approach lanes are needed in the North Gateway to relieve congestion; the planning for and impact of the BRT, which has the potential to actually lower traffic volumes, but may also have its own requirements for bus movements. Therefore, further study will be needed to determine what combination of seven lanes and five lanes may be appropriate. In either case, a new green median is used in the center turn lane, narrowing at intersections to allow for left turns, while still providing a high-quality pedestrian refuge. A dedicated multi-use path on the east side and widened west sidewalk significantly improve non-motorized access. New right-of-way may need to be purchased to provide the space needed for the multi-use path and sidewalks. Another option for the multi-use path would be to purchase an easement to direct it off-road to the east to connect to the Transit Center by a different route. A green buffer (with stormwater planters in strategic locations) helps protect pedestrians and cyclists from traffic along both sides of the street. Trees can also be planted along the buffer on the far side of the sidewalks (and in partnership with private property owners on adjacent land).

In the near term, travel lanes would be 11’ plus 1’ of shy space added along each curb. This allows a single row of trees to be planted down the middle of the median once the required clear zone is also accounted for. Trees can also be planted along the buffer on the far side of the sidewalks (and in partnership with private property owners on adjacent land).
In the long term, evolving standards, maintenance capabilities, and technologies may allow the addition of more trees and wider buffers, although the caveats about the effect of the I-270 study and BRT on the previous page still apply. Since these represent non-standard practices in the region, to achieve such a vision would depend on leadership and collaboration from the cities of Ferguson and Dellwood. They will need to take on additional responsibility for tree maintenance and may even take ownership of all public space outside the curb.

5.3.3 IMAGE, IDENTITY AND COMMUNITY

With new, high-quality transit and active transportation facilities, coupled with access management measures like the new median, driveway consolidation, and intersection redesigning, this segment of West Florissant Avenue can become a place that enables safe, efficient travel by visitors using all modes of travel. Over time, new development should be encouraged to locate parking in the backs of their buildings and to screen the edges of their visible parking with hedges and other plantings. Recommended features of the roadway will help give the area a new visual identity and help businesses provide a safe and memorable welcome to customers arriving by all modes. The overall design should help solidify the sense that one is entering an important retail district, the West Florissant Avenue Corridor, and the City of Ferguson. Tightening and redesigning intersections will be especially important here, to enable safe pedestrian and trail crossings, and allow former highway-style turns to be transformed into green pocket parks. During the design phase, intersection modifications will be reviewed and approved on a case by case basis with the appropriate design vehicle in mind.

5.3.4 LAND USE AND ECONOMIC DEVELOPMENT

Already one of the most successful regional retail destinations in the area, the North Gateway is not envisioned as a place of major change. The plan primarily seeks to support and maintain the economic performance of this regional center. No changes to land use or zoning are proposed.
CHAPTER FIVE  CONCEPT PLAN

WEST FLORISSANT AVENUE GREAT STREETS MASTER PLAN

- Green Median
- Left Turn Pockets
- Stormwater Swale Buffers
- Median Nose for Pedestrian Safety
CHAPTER FIVE CONCEPT PLAN

- Widened West Sidewalk
- New Street Trees
- Multiuse Path
- Special crossing treatment for multiuse path
- New green spaces at redesigned intersection
- High-visibility crosswalks

North Gateway Illustrative Plan
**BUS RAPID TRANSIT ACCESS**

BRT access in the North Gateway is a concern since current planning by both Metro and Missouri DOT (MODOT) leaves a gap in service for the regional destinations in the North Gateway – destinations which would generate just the sort of long distance riders the BRT is designed to serve. These destinations include major retailers such as Walmart and Sam’s Club as well as St. Louis Community College, which has a high (and increasing) share of bus riders among its students.

In MODOT’s I-270 North Corridor Study to improve operation and access, an alternative currently being studied would make Pershall Rd. one-way going west. This would make access from the Transit Station even more problematic, if bus service were only going away from West Florissant and not bringing shoppers and students back east. Addressing this lack of service to major destinations in Ferguson would be both critical to the goals of the BRT and to the destinations that have so many bus riders. The options for making up this gap are explored below:

- Alternative 1: Provide direct access back to West Florissant Avenue. In the case that Pershall Rd. becomes a one-way street, access could be given through: a) a dedicated contraflow (2-way) bus lane to run buses directly back to West Florissant; or b) running local circulators or shuttle buses from the Transit Center. It should be noted that the multi-use path proposed with this project should also extend west to the Transit Center and east to SLCC.

- Alternative 2: Provide new BRT stops (one northbound, one southbound) along West Florissant Avenue near the entrance drive to Walmart. Additionally, a ped/bike linkage along the north edge of the Walmart parking lot would give easy access to SLCC.
**CHAPTER FIVE   CONCEPT PLAN**

BRT is becoming known worldwide for its similarity to light rail in the quality of design and amenity (such as wi-fi), and its service speed, which is made possible through the use of signal priority, pre-boarding to minimize passenger loading time, and express stops.

The West Florissant-Natural Bridge BRT alternative is 15 miles long and would run along local streets between Downtown St. Louis and the new North County Transit Center currently under development, located near West Florissant Avenue and I-270.

The West Florissant - Natural Bridge BRT alternative is designed to provide a faster alternative to existing local service. Using buses designed specifically for BRT service, the line would provide direct service along the corridor seven days a week, throughout the day and well into the night, so that many second and third shift workers can take BRT to and from work. The BRT line would also provide connections to other popular destinations, including the future North County Transit Center, Fairground Park, Washington Avenue, the Edward Jones Dome, Busch Stadium, and other downtown St. Louis destinations.

With frequent service - 10 minutes during weekday rush hours — riders won’t need a schedule to know when the next bus will arrive. The line will stop only at stations, designed to stand out from local bus stops and provide attractive, comfortable and safe places to wait.

BRT has been successfully implemented in several cities in 21 states across the country. In the Midwest, BRT lines are operating in Chicago, Cleveland, Nashville, Minneapolis, and Kansas City. Kansas City’s 9-mile MAX BRT line opened in July 2005 and serves 22 stations including River Market, downtown, Crown Center, midtown and the Plaza.

Cleveland opened the 9.3 mile HealthLine in the fall of 2008. Design features such as traffic signal prioritization have greatly reduced travel times from previous traditional bus service. In a 2009 onboard survey HealthLine riders gave the service a 90% approval rating. The HealthLine has contributed to more than $4.3 billion of private investment along Cleveland’s Euclid Avenue corridor.
5.4 CORRIDOR SEGMENT 2: GREEN BOULEVARD

5.4.1 OVERVIEW OF SITE AND CONCEPT

Greenery, a creek crossing, and large front lawns are the most attractive and recognizable features of Corridor Segment 2, the Green Boulevard, which stretches from just south of Keelen Avenue to Stein Ave. Views down the avenue here from the hilltops are quite beautiful, and leave a lasting impression about the community and its heritage.

This segment is bisected by the Hudson Creek riparian corridor, an underutilized natural resource that could connect Bon Oak Park to the north and Hudson Park to the south.

GREEN BOULEVARD VISION: AN ATTRACTIVE GREEN ROADWAY CONNECTING NEIGHBORHOOD INSTITUTIONS AND PARKS

A multi-use path will offer a major new amenity to the neighborhood, with innovative stormwater features, new street trees, and a new green median providing buffering, and distinctive signage providing wayfinding. If a greenway along Hudson Creek were developed, this would create a major greenway nexus at West Florissant that served as a connecting node for neighborhood open space.
Desirable Character for Green Boulevard

Long-term vision

Segment 2 Location

Green Boulevard

Dellwood

Bon

Hudson Creek

KEIL

WE S T  F L O R I S S A N T  A V E N U E  G R E A T  S T R E E T S  M A S T E R  P L A N
5.4.2 MOBILITY, ACCESS, AND SAFETY

Two lanes of traffic in either direction are maintained in this segment of West Florissant Avenue. In the near term, shown at left, travel lanes would be 11’ plus 1’ of shy space added along the curb. This allows a new green median with a row of trees down the middle, which still allows for left turn lanes. Trees can also be planted along the far side of the sidewalks on adjacent properties, and doing so could be a way to build a sense of shared vision for the project. The width of the right of way in this segment should allow for a 10-foot wide multi-use path and a 5-foot sidewalk on the west side; both would be protected from traffic by buffers.
A longer-term vision could exchange narrower lanes for more buffer and tree-planting area. Achieving this vision would depend on finding appropriate ways to share responsibility for maintenance and possibly ownership with the cities of Ferguson and Dellwood (see page 93). Lateral connections along Hudson Creek to Hudson Park, Bon Oak Park, and Ferguson’s new community center should be explored. The planted median and new pedestrian crossings will also add more convenient connections across the avenue, especially at Hudson Creek.

5.4.3 IMAGE, IDENTITY AND COMMUNITY

It is in this segment that West Florissant Avenue can achieve its “greenest” potential, and serve as a major green nexus for the neighborhood, rather than simply a wide road for cars. Tree plantings, including native, ornamental trees with seasonal color, will give a special character to the entire segment and remind people of the rural heritage which even recently was home to horse farms.

5.4.4 LAND USE & ECONOMIC DEVELOPMENT

Zoning and land use regulations should reinforce the green community character of this segment, limit commercial development and redirect retail to existing nodes. More commercial development here will only cannibalize commercial uses that exist in more appropriate locations with better transit access and more compact, walkable character.
CHAPTER FIVE  CONCEPT PLAN

WEST FLORISSANT AVENUE GREAT STREETS MASTER PLAN

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- Special crossing treatment for multiuse path
- Stormwater swale buffers
- New street trees
- Left turn pocket
- Green median
- High-visibility midblock crosswalk

Hudson Creek
Hudson Rd
Champlain Dr
5.5 CORRIDOR SEGMENT 3: DELLWOOD TOWN CENTER

5.5.1 OVERVIEW OF SITE AND CONCEPT

The intersection of West Florissant Avenue at Chambers Road, in Dellwood, is an important central site that has regional access and convenient connections to downtown Ferguson. Dellwood City Hall, Dellwood Park and the Recreation Center are major civic assets in this area, and Dellwood Crossing is one of the most successful retail centers along the corridor. However, older retail is struggling and Springwood Plaza has been vacant and unproductive for several years. Small, shallow commercial parcels are conducive to redevelopment on a small scale, and are therefore friendly to local developers, rather than larger traditional developers.

There is high transit use in this segment, and very high pedestrian traffic due in part to the many bus transfers that occur to and from transit lines on West Florissant and Chambers. Some form of transit-oriented development is therefore called for in this segment. An alarming number of vehicle-pedestrian crashes have occurred in this segment, as people cross this wide section of the avenue in many more locations than crosswalks currently provide for.

DELLWOOD TOWN CENTER VISION: A WALKABLE AND FRIENDLY TOWN CENTER THAT IS THE HEART OF DELLWOOD

Major streetscape improvements will enhance attractiveness of this segment, help establish it as the heart of the City of Dellwood, and greatly improve access to this hub through transit, biking and walking. Building on the BRT Station that is proposed for Chambers Road, the intersection can attract development to create a transit-oriented urban center that has a unique local identity.
CHAPTER FIVE CONCEPT PLAN

Desirable Character for Dellwood Town Center Long-term vision
5.5.2 IMAGE, IDENTITY AND COMMUNITY

A high quality urban streetscape is essential to supporting the commercial areas around the Chambers Road intersection. New sidewalks, medians, and crosswalks, along with trees, lighting, and generous and inventive seating will mark the area as a central community node, and rebrand it as a place to rebuild. Zoning should require parking to be located behind buildings; until redevelopment, lots should be screened with plantings to make them less visible.

Dellwood Park is a wonderful community amenity that should have a more pronounced presence on the avenue. Its front parking strip should be screened with a planted frontage that attracts the attention this gem of a park deserves.

New community gardens could be incorporated into the recreation center property or other civic property to create new gathering space, and help contribute to the area’s rebranding as a center for health and wellness.
5.5.3 MOBILITY, ACCESS, AND SAFETY

This segment also provides two lanes in either direction with a center planted median. The width of the right of way varies, so the multi-use path may vary between 10 and 12 feet, with a 5-foot buffered sidewalk on the west side.

The Chambers Road intersection should be redesigned with pedestrian safety and convenience foremost in mind, reducing the existing seven lanes to six lanes by removing the bus pullouts. North of the intersection, an additional midblock crossing is needed - and more could be needed in the future in concert with new development.

The many curb cuts in this corridor segment need to be reduced and consolidated so pedestrians are safe from cars entering and exiting businesses. When necessary, and where they won’t compromise pedestrian safety in this pedestrian-heavy segment, u-turn access can be considered.

Sidewalks and the multi-use path should have a distinct urban character and maximum width allowed by the right-of-way to make this a truly walkable community.

Chambers Rd. should be improved as part of the project across the entire intersection and as far west and east as funding permits, using the same design toolbox (narrowing lanes, use of median, access management), as shown.
Special crossing treatment for multiuse path

High-visibility midblock crosswalk

Left-turn Pockets

Stormwater Swale Buffers

Green Median

Reconfigured Parking Lot for Dellwood Park
Dellwood Town Center Illustrative Plan

- Chambers Rd
- Kappel Dr
- Multiuse Path
- Stormwater Swale Buffers
- Widened West Sidewalk
- New Street Trees

Key Map
CHAPTER FIVE CONCEPT PLAN

5.5.4 LAND USE AND ECONOMIC DEVELOPMENT

Targeted investment in the vicinity of West Florissant and Chambers, and northward to Dellwood Park, is likely to yield a better return on investment than other segments of the corridor for several reasons:

- Street life, traffic, and anchors: With its role as a major stop for transit, its high pedestrian traffic, and high vehicle traffic volumes of 35,000 trips per day, and with the presence of retail anchors such as Save-A-Lot and Walgreen’s, Dellwood Town Center will generate a level of foot traffic that is beneficial to retailers. Focusing on replacement buildings for retailers gives existing and new businesses a better opportunity to succeed through improved image and marketability. All new buildings should be built to the sidewalk to create a consistent street wall that favors shopping on foot.

- Gateway/Branding/Image: Given the high visibility of this portion of the corridor, an opportunity exists to transform perceptions of the community as a whole by making one of its most heavily-viewed areas more appealing, memorable, and functional.

- Goods and services: Easy access to existing businesses such as grocers and pharmacies can be leveraged as marketable assets for new residential development and anchors that generate retail traffic.

- Civic uses and land: civic uses such as Dellwood Park can be leveraged as traffic generators for business and amenities for residential developments. Land available at the recreation center and city hall (if the city chooses to move) might be leveraged for future development.

- Civic use and related development should be transit-oriented and walkable; placemaking strategies should be used to foster community engagement and a new vision of a town center. With transit-oriented development (TOD) and a new BRT station, it is reasonable to reduce parking requirements in this area, which would allow property owners to profit from more intensive development on...
nearby parcels. TOD is “a type of community development that includes a mixture of housing, office, retail and/or other amenities integrated into a walkable neighborhood and located within a half-mile of quality public transportation” (for more information see http://www.reconnectingamerica.org/what-we-do/what-is-tod/).

- Redevelopment opportunities: the large (and largely vacant) Springwood Plaza site provides almost 10 contiguous acres for redevelopment—large enough to build an entirely new residential community. It has the potential to attract major developer, if not for re-tenanting its vacant stores, then alternatively to provide an excellent site to develop housing. The row of smaller parcels along the west side of the avenue from Dellwood Park down to Chambers Rd. is well-suited to redevelopment by smaller developers from the community.
A slight revision to the BRT route could create more potential for a transit-oriented mixed use development project combined with the BRT station, just off West Florissant Avenue and promoting the redevelopment of the area around Dellwood Recreation Center and Springwood Plaza.

Feasible Development program: Dellwood Town Center

- 30-45,000 sq ft 1-story replacement retail
- 150-200 units mixed income apartments
- 50-100 affordable senior housing

Civic buildings:
- Dellwood City Hall (8,000 sq ft)
- New library
- Early Childhood Center
• Dellwood Crossing, the shopping center on the northeast corner of the West Florissant and Chambers intersection, is in no need of redevelopment for the present. However, in the long term it should be considered a key opportunity to build new retail to the sidewalk (with parking in back) and anchor this corner which has such potential to redefine Dellwood as a walkable place. Even in the short term, the parking area along the front sidewalk is an excellent location to line up vendors and food trucks, along with chairs and tables, to serve the large number of pedestrians walking by.

• Land uses and potential for future redevelopment dictate that the Chambers Road intersection improvements for pedestrian safety (see section 5.5.3) take a high priority. With a new BRT station also planned for this intersection, it will be by far the busiest and most multi-modal of all intersections on the corridor. Fitting this town center setting, intersection design needs to make maximum use of all techniques that facilitate pedestrian movement.

• Health and wellness district: A significant opportunity exists to combine a number of planned and likely services and amenities in a single district—a health and wellness district—within Dellwood in a manner that capitalizes on the synergy of these complementary uses. These include:
  - **Health care**: A new facility could be encouraged at this node to accommodate future demand by health care providers to locate in the area.
  - **Pharmacy**: Given high traffic volumes and the presence of a competitor in Walgreen’s, it is possible that another pharmacy could be enticed to develop a corner location at Chambers. If good design standards are adhered to, it could be an asset to the district.
  - **Senior housing**: Taking advantage of nearby healthcare and active living amenities, a marketable site could be developed as senior housing.
  - **Fitness and active living**: From the Dellwood recreation center to a new storefront fitness center to the proposed multi-use path, an expanded array of fitness options would be made available to residents.
5.6 CORRIDOR SEGMENT 4: RESIDENTIAL AVENUE

5.6.1 OVERVIEW OF SITE AND CONCEPT

In Corridor Segment 4, which ranges from west of Highmont to Maline Creek, a purely residential character emerges for the only time along the study corridor. This has a major impact on the design of the roadway, which shrinks in size to four lanes with wide green buffers and sidewalks under the shade of trees. The multiuse path becomes a major neighborhood amenity for the residents along this stretch.

RESIDENTIAL AVENUE VISION: A VERDANT RESIDENTIAL CORRIDOR THAT WILL BE ENHANCED BY NATURAL AREAS AND MALINE CREEK

Although already an attractive stretch of road, the corridor will become even greener and, with a center planted median, significantly more scenic.
CHAPTER FIVE  CONCEPT PLAN

Desirable Character for Residential Avenue

Segment 4 Location
5.6.2 IMAGE, IDENTITY AND COMMUNITY

The Residential Avenue segment should support and complement the quiet residential neighborhood through which it passes, and design should help minimize the impact of noise and lights and maximize aesthetics. Here, West Florissant should be designed as a calm residential street that is safe and pleasant to live along. The overall green character of this neighborhood will be reinforced through the addition of stormwater plantings, a green median, street trees, and a multi-use pathway, as shown in the prototypical plan.

At the southern edge of this segment, West Florissant crosses Maline Creek, which will be developed as a major greenway connecting parks and open spaces. West Florissant’s multi-use path should connect seamlessly to the Maline Creek Greenway, which will branch off east and west, with a major connection to Forestwood Park offering easy and safe access to the area’s largest park.
5.6.3 MOBILITY, ACCESS, AND SAFETY

Innovative green infrastructure can be the showpiece along this segment. The road can be rebuilt to slope down both to the new center median, which can be designed as a rain garden to absorb and treat stormwater, as well to new stormwater planters on the outer edges of the roadway, which will have two lanes in either direction. The new median and narrowed travel lanes will help calm traffic. Green buffers planted with trees will separate the stormwater infrastructure from the new 12-foot wide multi-use path on the east side and an 8-foot sidewalk on the west side.

The new multi-use path will be a major new connector for residents from the neighborhood to access Dellwood Town Center, Maline Creek, and other neighborhood destinations and open spaces.

5.6.4 LAND USE / ECONOMIC DEVELOPMENT STRATEGY

No changes to land use are called for in this area. The inherent character and value of the residential neighborhoods should be maintained or improved through the corridor’s design, with traffic calming measures and enhanced accessibility emphasized.
CHAPTER FIVE CONCEPT PLAN

Widened West Sidewalk

Stormwater Swale Buffers

High-visibility Crosswalks

Key Map

Residential Avenue Illustrative Plan
5.7 CORRIDOR SEGMENT 5: SOUTH GATEWAY

5.7.1 SOUTH GATEWAY

The South Gateway, which ranges from west Maline Creek to the southern border of the project study area at the rail line south of Ferguson, is strip commercial most of the way from Maline Creek south to Buzz Westfall Plaza. Considerable opportunity for continued economic development exists in this area, which is well-suited to redevelopment because of its large and deep parcels.

SOUTH GATEWAY VISION: A NEIGHBORHOOD NODE THAT WILL BE DISTINGUISHED BY SUSTAINABLE PRACTICES THAT PROMOTE A HEALTHY CREEK ENVIRONMENT AND HIGH QUALITY OF LIFE FOR RESIDENTS AND VISITORS
Potential Infill Development within South Gateway, following zoning recommendations

Short term improvements to right-of-way only

Segment 5 Location
5.7.2 IMAGE, IDENTITY AND COMMUNITY

Similar to Dellwood Town Center, South Gateway has the potential to evolve into a new community node and gathering area branded by Maline Creek and sustainable practices. A high-quality streetscape that is conducive to a walkable retail environment should be the primary urban design goal for this neighborhood. This will be a key strategy in both transforming the neighborhood into one that better serves the nearby residents and in attracting new private investment. Sidewalk retail, cafes, and other investment and development should front directly on the street, with car parking, when provided, tucked away behind buildings. The multi-use pathway here can function as a wide promenade for people to stroll, shop, and connect with their neighbors.

A gateway treatment at Maline Creek should highlight the segment’s new green infrastructure and plantings, and should help brand the
immediate area as a green district. An additional green linkage to the rear of the parcels on the west side should be explored to connect Maline Creek trail to a trailhead on West Florissant Avenue, with bike parking.

5.7.3 MOBILITY, ACCESS, AND SAFETY

To create a high-quality pedestrian experience, the pedestrian realms on both sides of the street will be significantly enhanced, to make this a place where people will want to walk and feel safe doing so. The right of way here accommodates a 12-foot multi-use path with at least a 6-foot sidewalk on the west side, both buffered from traffic by storm water planters, and separated from building frontages by a 6-foot street life zone.

The roadway design needs to use access management sensitively to strike the right balance between better, safer through-traffic and sufficient access to local businesses. The many existing curb cuts must be reduced and consolidated for pedestrian safety and continuity. The center median should be as continuous as possible to minimize crashes from left-turning cars. However, businesses need access and a combination of consolidated driveways and midblock u-turns should be used to maximize the advantages of locating a business in this district, which is envisioned as a model pedestrian environment.
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WEST FLORISSANT AVENUE GREAT STREETS MASTER PLAN

- Left-turn Pockets
- Green Median
- Special Crossing Treatment at Driveways
- Median Noses for Pedestrian Safety
- Canfield Dr
- High-visibility Crosswalks
- Left-turn Pockets
CHAPTER FIVE CONCEPT PLAN

Widened West Sidewalk
Multiuse Path
Stormwater Swale Buffers
Median Noses for Pedestrian Safety
High-visibility Crosswalks
Ferguson Ave

South Gateway Illustrative Plan
5.7.4 LAND USE AND ECONOMIC DEVELOPMENT

The South Gateway is an important retail center, though its economic performance is not as strong today as that of the Dellwood Town Center area. Today it is auto-oriented, with little thought given to the public realm, and offers an unsafe and unpleasant pedestrian experience. In this plan, the South Gateway is envisioned to transform into something very different than it is today - a neighborhood retail center that is walkable and vibrant, with much to offer a range of visitors.

Along the avenue, new retail and office uses can define a street wall and create a vibrant place with active street life. While public access should be preserved along both edges of Maline Creek, the creek can be a wonderful setting for gracious and carefully-designed apartments and townhouses. This housing could be integrated into and themed to the Maline Creek Greenway, which would be attractive to potential residents buying or renting in either the mixed-income and senior housing market, which have both been identified as a niche opportunity in the study area.
Though its economic performance is not as strong as that of the Dellwood Town Center, the South Gateway has several assets worth building upon:

- **Placemaking**: With less traffic and a narrower width, this segment of the street offers more opportunity for placemaking, including enhanced public space and an upgraded streetscape that will create a mixed-use, main street setting with storefront retail and residential.

- **Parcel depth and costs**: Relative to Dellwood Town Center, acquisition costs should be lower here, reducing the cost and friction of development. Parcels are deeper, allowing for greater development flexibility, more parking behind buildings, and large, more efficient building layouts.

- **Emerson and Buzz Westfall Shopping Plaza**: Emerson Electric provides employment, buying power, and a stable presence to the area. If revitalization efforts align with Emerson’s objectives for its site and environs, a successful implementation partnership could be forged.

- **Maline Creek**: With planned investments from Great Rivers Greenway for this greenway, a new amenity with a dedicated funding source will be added that will create value.

**Replacement buildings**: if a percentage of current businesses in the area between Maline Creek and the railroad tracks to the south could be persuaded to pay somewhat higher rents for a better building product, and if incentives can be secured, this is an opportunity to provide a better building for existing retailers.

**Feasible Development program: South Gateway**
- 30,000 sq ft medical office
- 30-45,000 square feet 1-story replacement retail
- 100-150 units mixed income apartments
- 100-150 affordable senior housing
“It is difficult to design a space that will not attract people. What is remarkable is how often this has been accomplished.”

– William H. Whyte
Specific capital urban design tools are applicable to West Florissant Avenue. Some are less common than others, but each can play a meaningful role in achieving the vision for the corridor. They primarily consist of capital improvement suggestions, but also include policy tools. Recommended tools for West Florissant’s public realm, including roadway and streetscape improvement tools for the full public-right-of-way, and its private realm are outlined in this chapter. They are intended to help guide the redesign of the corridor and shape private development that will occur along the corridor.
Travel zones are poorly-defined and inequitably allocated on West Florissant Avenue today.

This street has clearly-defined and equitably allocated travel zones, separated by landscaped buffers.

Unclear, poorly defined travel zones with unnecessarily wide travel lanes and little to no dedicated space for pedestrians, bicyclists and landscaping.

Clear, carefully defined travel zones with narrowed travel lanes and dedicated space for pedestrians, bicyclists, streetlife, and landscaping.

6.1 PUBLIC ROADWAY IMPROVEMENTS

6.1.1 TRAVEL ZONE DEFINITION

Travel zone definition more clearly distinguishes space for vehicle travel lanes, bicycle and pedestrian facilities, medians, and landscaped areas within the public right-of-way. For West Florissant, defined travel zones will help transform the use and perception of the street from one that is vehicle-oriented to one that is more fairly allocated for the variety of users and clearly multi-purpose. Travel zone definition will not only clarify and consolidate space for drivers, it will also create improved, safer dedicated space for pedestrians and bicyclists, as well as for trees, landscaping and other green features.

According to the St. Louis Great Streets Project, travel zone definition through narrowing lanes helps to reduce travel speeds. Conversely, lanes that are excessively wide contribute to higher speeds, resulting in more severe crashes. While observations indicate that speeding is not currently a major issue, that is in part because smooth flow is prevented by so many driveways and turning traffic. However, once access management measures described in the Plan are implemented, it is possible that speeding could become more common unless appropriate traffic calming techniques are used, as described here.
Travel zone definition recommendations include:

- Narrow travel lanes. Reducing lane widths to 11 feet in most places is preferred. This not only creates new space for other right-of-way users, but helps to calm traffic. Although speeds are not a major issue on the corridor, several access management recommendations (section 6.1.2) will ease congestion in commercial areas and improve safety. The smoother traffic flow that results could invite higher speeds unless other measures, such as narrowing lanes, are taken as well.

- Clearly define distinct zones for vehicles, bicycles, and pedestrians

- Use new landscape plantings in medians and sidewalk buffers, to help improve aesthetics and serve as visually clear and appealing dividers between travel zones

The diagram above helps clarify terminology used in the Master Plan: curb, lane, shy distance, and gutter.
Access management recommendations for West Florissant Avenue include:

- Utilize driveway management tools, by consolidating or moving driveways, with willing collaboration from property owners. Having an exclusive driveway for every business in a dense commercial district creates extremely unsafe conditions and prevents any possibility of creating an attractive walkable town center type of shopping district.

- Use raised medians (see 5.1.3 for more detail) that limit cross-roadway movements and direct vehicles to designated intersections for left turns and, where appropriate, U-turns.

- Use proven tools like pedestrian countdown signals and signal timing to help control crossings for the safety of all road users.

- Use u-turns to limit left turns in certain locations while providing drivers easy routes to the land uses on the far side of the road. U-turns would be most applicable in Segments 3 and 5 to facilitate better access to businesses. More specific locations will need further study in the design phase, with input and collaboration from affected property owners. County guidelines require that u-turns maintain at least 100’ from conflicting entrances (see diagram 4 on facing page).
Uncontrolled access creates safety problems, with 8 potential conflicts at every driveway.

Medians are a first step to help control access and reduce crashes and congestion, improving safety for all and enhancing the streetscape.

Driveway consolidation further improves safety and flow, creates more continuous sidewalks for shoppers, and increases parking.

Access management enhancements can be catalysts for an improved street environment and pedestrian experience. U-turns are shown here to illustrate how access to businesses on the opposite side can be provided.
6.1.3 MEDIANS

A median is a buffer in the center of a street that calms traffic by separating opposing lanes of traffic and reallocating driving space for street trees and landscaping. Medians can maintain and provide dedicated space for left-turns, helping improve traffic flow. By helping control vehicular access at intersections and to and from access drives, medians significantly improve traffic safety, reducing vehicle speeds as well as the number of potential conflict points between vehicles moving in opposite directions; studies have shown a reduction in crashes of 15 percent.

Medians often contain landscape plantings, specialty paving, public art or gateway elements, and even dedicated transit facilities, and can be designed to manage storm water. St. Louis County Access Management Guidelines specify that medians are the “most effective access management strategy on high-volume urban routes.”

Medians make a dramatic difference in the character and feel of a street, calm traffic. Raised medians are the most effective access management strategy on high-volume urban routes. Roadways with raised medians are at least 25 percent safer than multilane undivided sections and 15 percent safer than two-way left-turn lane cross-sections in such high traffic situations.

– St. Louis County Access Management Guidelines

Medians can be designed to allow for emergency access where needed.
Recommendations for the design of the median include:

- Plant trees and appropriate landscaping wherever width of the median allows
- Where planting is not possible, pave with distinctive paving rather than concrete, to help brand the street
- Extend the median nose beyond crosswalks to provide a protected pedestrian refuge
- Design the median to allow for emergency access modifications such as mountable curbs, and periodic breaks in landscaping to allow for median crossings by emergency vehicles
- Ensure trees have at least 6’ canopy clearance above finished top of curb elevation
- Ensure low level planting is no more than 18” above finished top of curb elevation
- Allow clear sight lines for pedestrians and motorists at intersections and mid-block crossings
- Allow clear views of business signage
- Allow gateway elements in the median

A representative illustrative plan of the recommended median for West Florissant, showing a continuous raised stormwater median with trees and planting wherever possible, left-turn pockets, and “noses” at intersections.
6.1.4 CROSSWALKS

Well-designed and maintained crosswalks are critical elements of the streetscape. Marked crosswalks enable pedestrians to move safely, conveniently and predictably across roadways. When treated with decorative paving material, crosswalks also provide a unique streetscape design treatment to emphasize pedestrians’ presence and create a sense of place.

Crosswalks can be used both at intersections and mid-block. Midblock locations should seek to alleviate the problem of long distances between intersections, link important destinations, or align with bus stops to help transit riders make transfers. Metro’s own policy is to favor improved pedestrian facilities over minor reductions in vehicular level of service in key pedestrian areas.

Although intersection crosswalks are not required to be marked, marked crosswalks are far safer for pedestrians, and only marked crosswalks are recommended for the study area.

Crosswalk recommendations include:

- Provide clearly marked crosswalks at all controlled intersections and at intersections of key streets, and ensure all crosswalks have curbs ramps for ADA access
- Locate crosswalks at mid-block crossings as indicated on the corridor segment illustrative plans (see Chapter 5)
• Mark crosswalks with painted stripes on the pavement, or with other specialty materials associated with branding or district identity

• Mark crosswalks for the multi-use path with special paving or painting to highlight these crossings for drivers

• Use crosswalks at least 10’ wide, or wider in locations with high pedestrian demand or narrow sidewalks

• Use pedestrian refuges at least 5’ wide

• Where possible, provide bulbouts at intersections and mid-block crossings to minimize crossing distance and increase pedestrian safety and visibility

• Install adequate signage and pavement markings at crosswalk locations for motorists and pedestrians

• At locations where safety is a concern, consider using several combined measures to ensure safe crossing. Crosswalks can be enhanced with traffic controls, median pedestrian refuges, curb extensions, traffic calming, street lighting, and warning signage

• Enhance midblock crosswalks with pedestrian-activated signals.
6.1.5 SIDEWALKS AND WALKING PATHS

Attractive and safe facilities for pedestrians are critical in a multi-modal roadway. These include sidewalks and pedestrian trails, as well as shared multiuse paths. Well-designed sidewalks and walking paths are safe and comfortable, making them inviting and more likely to be used, especially when combined with landscape planting and adequate lighting.

Recommendations for pedestrian facilities on West Florissant include:

- Ensure clear, continuous and unobstructed ADA-accessible sidewalks on all street segments
- Provide a 6-foot minimum clear pathway on sidewalks along commercial uses, and a 5-foot minimum clear pathway in residential areas
- Depending on desired private edge condition, design sidewalks to be used as an active place of commerce, outdoor dinning, informal food kiosks, or other active uses
- Create pedestrian easements where needed within the private realm, to provide wider ADA-accessible sidewalks, trees and landscaping amenities for the pedestrian realm, and to improve pedestrian connectivity via public pathways through developments
• Minimize the use of curb cuts along sidewalks to reduce the impact on pedestrian safety and overall quality of pedestrian environment

• Seamlessly link pedestrian facilities to the wider regional pedestrian trail network, to help reduce automobile use and increase physical activity for associated health benefits

• Design and allow for a separate street life or activity zone along active building frontages, with a 4-6 foot width. Provide elements that support social and commerce functions such as furniture (for outdoor seating and dining) and planters in this activity zone

• Design and allow for a minimum 5-foot green buffer zone to separate walking facilities from vehicle zones, and place all key streetscape elements such as street lights, traffic signals, signage, and plantings in the buffer zone

• Allocate, where needed, excess sidewalk space to fulfill setback requirements for adjoining private development
6.1.6 BICYCLE FACILITIES

Well-designed and safe facilities for bicyclists are critical in creating a multi-modal roadway. These include bike lanes and shared roadways, as well as separated or protected bikeways, cycle tracks, and shared multiuse paths. Well-designed bicycle facilities are safe, accessible and easy to use for bicyclists of all ages and abilities. Facilities chosen should be appropriate for the particular street to which they are added. Where appropriate, a mix of facilities can be used along the same corridor to facilitate travel by bicyclists of different abilities and aims.

Recommendations for bicycle facilities on West Florissant include:

- Build a new separated multiuse path along the street’s east edge for a safe and protected facility for bicyclists. The path should be a minimum of 10 feet, with 12 feet recommended.

A separated multiuse path is envisioned along the street’s east edge as the primary route for safe and efficient bicycle travel along the West Florissant corridor. Shared-use markings should also be considered for the right-most travel lanes to make clear bicyclists are also allowed to ride in the street, if so desired.

A separated shared-use path is recommended for West Florissant for bicyclists’ safety.

The shared-use path can be a green, welcoming oasis that is a major asset to the area.
Shared-use paths can separate bicyclists and faster-moving active transportation modes from pedestrians where needed and room allows.

• Minimize driveways and other conflict points through careful access management, and mark crosswalks with special painting or paving to help brand the trail, increase visibility for drivers, and ensure safe crossing for trail users.

• Create easements within the private realm to provide a wider multiuse path where needed, especially in commercial areas or other areas with high volumes of pedestrians; in such areas, delineate or physically separate bicycles from pedestrians in high-traffic areas.

• Seamlessly connect the multiuse path to the wider local and regional bicycle and trail network.

• Use signage and wayfinding to mark the path and direct users to important destinations; a yellow stripe or other marking is recommended for the path “midline.”

• Consider branding opportunities through the use of unique paving materials and associated signage, lighting, and public art.

Stormwater planters, street trees, signage, and seating should be used along the trail.

A separated shared-use path can help activate and enliven commercial areas.
6.2 PUBLIC STREETScape IMPROVEMENTS

6.2.1 STREET TREES

Street trees in the public right-of-way and on adjacent private property are needed up and down the West Florissant corridor. Tree coverage at present is just 13% of the total study area (Map 6.1), and is particularly poor in some segments, such as Dellwood Town Center and South Gateway, where there are virtually no trees today.

Street trees provide numerous physical, economic, and community benefits. Simply planting street trees has been shown to calm traffic and reduce crash rates. Trees also have many environmental and health benefits, along with economic benefits.

The cumulative economic benefits of the plan’s recommended street planting plan for West Florissant could amount to nearly $80,000 annually.

The presence of street trees has a dramatic impact on the streetscape and on how a streets feels and functions. Trees can be planted in medians, in buffers next to sidewalks, and along the street on privately-owned land. Tree selection is important: trees should be appropriate for the local climate and soil conditions, and should take into account nearby underground and overhead utilities, sight lines for motorists, and space available for a growing tree canopy.

1,332 new trees
Benefits based on STL Study

- Electricity Savings = $7,897.76
- Air Quality Improvements = $3,276.72
- CO2 Reduction = $1,558.44
- Stormwater Reduction = $29,157.48
- Property Value Increases = $37,029.60

Cumulative Benefit = $78,921.00 annually

Street trees have numerous benefits — for example, street trees can reduce air temperatures by 10 degrees and paved surfaces by up to 20 degrees.

Planting new street trees on West Florissant Avenue will have significant economic benefits.

The West Florissant Avenue corridor today has only 13% tree canopy coverage within the study area.
Recommended strategies for street trees include:

- Provide six-foot wide planter areas and tree wells along major commercial streets. Where right-of-way is constrained, allow five-foot wide planter strips and tree wells.
- Include planted buffers with street trees between sidewalks and the roadway to provide a safety and environmental buffer for pedestrians from traffic.
- Plan landscaping and select species that provide shade, reduce heat gain and can help reduce light and glare impacts.
- Where the planting strip is constrained to four feet or less, explore the use of structural soil four feet deep and minimum eight feet long in planting strips and under sidewalks in lieu of standard aggregate base.
- Ensure at least twelve feet of canopy clearance at maturity from finished sidewalk elevation to provide clear emergency and service access, not block light from pedestrian-scale street lights, and allow for a visual connection along sidewalks and medians.
USE OF STREET TREE TYPES

The use of trees can transform a space, but to do so most effectively depends on strategic use of tree type depending on the physical context and the desired effect. Canopy trees are the largest and most transformative, also bringing the most environmental benefits. Other tree types include columnar trees, whose upright form can clearly define space, and ornamental trees, which can punctuate certain areas with color and are better utilized where space is constrained.

“Given a limited budget, the most effective expenditure of funds to improve a street would probably be on trees. Trees can transform a street more easily than any other physical improvement. Trees can do many things for a street and city, not the least of which is the provision of oxygen, and of shade for comfort. Green is a psychologically restful, agreeable color. Trees move and modulate the light. They can effectively separate pedestrians from machines.”

— Allan B. Jacobs

STREET TREES AND RETAIL

There is ample evidence that street trees add value to retail environments by attracting more shoppers who spend more time and money. However, the selection of tree species and locations is critical to success, and designers need to work hand-in-hand with local property owners and merchants to assure their satisfaction. Concerns about sightlines to signage and entrances, as well as maintenance, are real. Nevertheless a good designer can solve for all these concerns and still make the district a greener, more comfortable and successful place.

<table>
<thead>
<tr>
<th>Canopy Trees</th>
<th>Columnar Trees</th>
<th>Ornamental Trees</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Highest visible impact</td>
<td>• Upright form</td>
<td>• Flowering accents</td>
</tr>
<tr>
<td>• Provide shade</td>
<td>• Tight spaces and closer spacing</td>
<td>• Smaller scale</td>
</tr>
<tr>
<td>• Image and identity</td>
<td>• Define pedestrian zones</td>
<td>• Medians and planters</td>
</tr>
<tr>
<td>• Create road definition</td>
<td></td>
<td>• Under power lines</td>
</tr>
</tbody>
</table>
6.2.2 STORMWATER PLANTERS

Stormwater planters are recommended in every segment of the West Florissant corridor, both in landscaped buffers on the edges of roadways and in the new green median.

Stormwater planters are landscaped bioretention areas that are designed to capture, store, and filter stormwater runoff. Stormwater planters’ natural processes work to reduce stormwater volume, minimize flooding, and improve water quality by lowering sediment-borne pollutants in receiving waters, resulting in cleaner and healthier watersheds. Their installation on West Florissant will help prevent sewage overflows during large rains and reduce wear-and-tear on infrastructure.

On West Florissant, these planters should be installed in buffers on the edges of roads, in medians, and in green curb extensions at intersections. They should be planted with species that can tolerate periodic inundation, and can be underlain by engineered soils designed for specified retention times and pollutant removal. Well-designed bioretention planting areas will enhance the street corridor with added landscape color, texture, and variety. Their visibility provides for ongoing public education and engagement about the benefits of water resource and stormwater management issues.
The extent to which they are employed should be a decision made with those entities who will provide the routine litter pick-up, seasonal plant maintenance, and periodic inspection to make sure they are free of debris that could prevent their operation.

Strategies for stormwater planters include:

- Wherever possible, maximize landscape solutions like stormwater planters that provide sustainable water management. Green infrastructure like bioretention planters can be 5-30\% less expensive to build and 25\% less expensive to maintain than more conventional stormwater infrastructure.

- Include trees in stormwater planters, bioswales, and rain gardens wherever possible to capture, filter, and infiltrate rain water

- Allow small curb cuts for inflow and outflow of the storm water runoff

- Use a watershed approach to determine the best locations within a drainage area to place green infrastructure

- Minimize the use of impervious surfaces, instead using permeable paving materials or porous asphalt around tree wells, along parking lanes and in surface parking areas to increase infiltration of stormwater
### TABLE 6.1 PLANT PALETTE FOR STORMWATER PLANTERS

| Latin Name | Common Name                      | Grasses/Sedges | Specific Ecological & Management Needs | Plant Toolbox |  |  |  |  |  |  |  |  |  |  |  |
|------------|----------------------------------|----------------|----------------------------------------|---------------|---|---|---|---|---|---|---|---|---|---|---|---|
| Andropogon virginicus | Broomsedge | x | x | 1-2 | 1.5 | orange | x | x | x | x | x | x | x | L | 1 | M | L |
| Bouteloua curtipendula | Sideoats grama | x | x | 1-2 | 1 | tan | x | x | x | x | x | x | x | L | 1 | L | L |
| Carex muskingumensis | Palm sedge | x | x | x | 1-2 | 1.5 | tan | x | x | x | x | x | x | x | x | x | x | H | 24 | 3+ | M | H |
| Carex praegracilis* | Tollway sedge | x | x | 1-2 | 2 | tan | x | x | x | x | x | x | x | x | H | 12 | 2 | H | H | H |
| Carex vulpinoidea | Fox sedge | x | x | 2-3 | 1.5 | tan | x | x | x | x | x | x | x | x | H | 24 | 3+ | L | L | H |
| Pancum virgatum | Switchgrass | x | x | x | x | 3-6 | 2.5 | pink | x | x | x | x | x | x | x | M | 12 | 2 | M | M | M |
| Schizachyrium scoparium | Little bluestem | x | x | 2-4 | 1.5 | bronze | x | x | x | x | x | x | x | x | L | 12 | 1 | M | L | L |
| Sporobolus heterolepis | Prairie dropseed | x | x | 2-3 | 1.5 | tan | x | x | x | x | x | x | x | x | L | 1 | L | L |
| **Forbs** | | | | | | | | | | | | | | | | | | | | |
| Asclepias tuberosa | Butterfly milkweed | x | x | 1-2 | 1.5 | orange | x | x | x | x | x | x | x | x | M | 1 | L | M | L |
| Baptisia australis | Blue wild indigo | 3 | 4 | 3 | 4 | blue | x | x | x | x | x | x | x | x | L | 1 | M | L | L |
| Biebghia ciliata | Ohio horsemint | x | x | 1-2 | 1.5 | pink | x | x | x | x | x | x | x | x | L | 1 | 1 | M | L | L |
| Carex lanceolata | Lanceleaf coreopsis | x | x | 1-2 | 1.5 | yellow | x | x | x | x | x | x | x | x | L | 1 | 1 | L | L | L |
| Echinacea purpurea | Purple coneflower | x | x | x | 2-3 | 1.5 | blue | x | x | x | x | x | x | x | M | 12 | 1 | M | L | L |
| Eryngium yuccifolium | Rattlesnake master | x | x | 4-5 | 1.5 | yellow | x | x | x | x | x | x | x | x | L | 1 | M | L | M |
| Pycnanthemum tenuifolium | Slender Mountain Mint | x | x | x | 2-3 | 1.5 | white | x | x | x | x | x | x | x | L | 1 | 1 | M | M | M |
| Ratibida pinnata | Yellow/grey coneflower | x | x | x | 2-3 | 1.5 | yellow | x | x | x | x | x | x | x | L | 12 | 1 | M | M | M |
| Rudbeckia subtomentosa | Sweet coneflower | x | x | 3-4 | 2 | yellow | x | x | x | x | x | x | x | x | H | 12 | 2 | L | M | M |
| Scutellaria incana | Hoary skullcap | x | x | x | 2-3 | 2 | blue | x | x | x | x | x | x | x | L | 1 | 1 | M | L | L |
| Solidago rigidus | Stiff goldenrod | x | x | 3 | 5 | 1.5 | yellow | x | x | x | x | x | x | x | L | 12 | 1 | M | L | L |
| Verbesina helianthodes | Yellow wingstem | x | x | x | 2-3 | 1.5 | yellow | x | x | x | x | x | x | x | x | L | 12 | 1 | M | L | L |
| Zizia aurea | Golden Alexander | x | x | 1-3 | 1.5 | yellow | x | x | x | x | x | x | x | x | H | 12 | 1 | M | L | U |
| **Trees/Shrubs** | | | | | | | | | | | | | | | | | | | | |
| Cornus florida | Flowering dogwood | x | x | x | 10-20 | 15 | white | x | x | x | x | x | x | x | H | 12 | 1 | M | L | L |
| Diospyros virginiana | Persimmon | x | x | x | 30-40 | 20 | orange | x | x | x | x | x | x | x | L | 12 | 1 | M | M | M |
| Ostrya virginiana | Hoporatehemi | x | x | 25-30 | 20 | green | x | x | x | x | x | x | x | x | L | 12 | 1 | M | L | L |
| Quercus muhlenbergii | Chinquapin oak | x | x | x | 40-50 | 35 | green | x | x | x | x | x | x | x | x | H | 12 | 1 | M | L | L |

A list of plants appropriate for stormwater planters has been developed by a consortium of partners including Metropolitan Sewer District, Missouri Department of Conservation, Missouri Botanical Garden, Shaw Nature Reserve, MO Department of Agriculture, Grow Native!. Source: Landscape Guide for Stormwater Best Management Practices. http://www.stlmsd.com/portal/pls/portal/!PORTAL.wwpob_page.show?_docname=442680.PDF
6.2.3 LIGHTING

Streetlight fixtures should be selected to efficiently direct light to the desired area of the roadway and sidewalk. Architectural lighting can also enhance signature buildings and contribute to the illumination and enhancement of public areas. Light fixtures should enable a variety of light distributions to adapt to different street and sidewalk configurations while maintaining the same fixture appearance. Lighting can include taller street lights to illuminate the roadway, intersections, and crosswalks; pedestrian-scale lighting; bollard lighting; in-pavement lighting; and building-mounted lighting for sidewalks, plazas, and other public spaces.

Recommendations for lighting include:
- Select a uniform family of light fixtures to efficiently direct light to the desired area of the roadway and sidewalk. The distribution type should be selected based on street and sidewalk width.
- Mitigate light trespass by specifying the correct light distribution. Lighting fixtures should not be located close to windows, to avoid light trespass or glare and disturb the adjacent building’s occupants. If necessary, house-side shields may be used on fixtures to minimize light trespass into residences or other areas.
- Provide both pedestrian-oriented and automobile-oriented street lighting along the length of the corridor.
- Require pedestrian-scaled street lights to be at a lower height (approximately 12 feet high), closer spaced, and to use full spectrum bulbs.
- Prioritize pedestrian oriented lighting along all pathways and open spaces to meet established lighting standards, and to provide a safe and comfortable pedestrian environment.
- Coordinate streetlight design with that of other streetscape elements, and recognize the history and distinction of the neighborhoods where the light poles are located.
- Consider LED street lights and guidance signs powered by solar energy to light walkways at nighttime.
- Use Dark Sky-compliant lighting to minimize light pollution cast into the sky while maximizing light cast onto the ground.
- Encourage new developments in Segments 3 and 5 to incorporate lighting that highlights architectural details, entrance areas, and windows.
6.2.4 SITTING AND GATHERING AREAS

Seating can help activate areas and create social hubs, places to gather that can also make the streetscape more inviting and visually interesting. Seating can be as simple as a sidewalk bench or fold-up tables and chairs in a plaza. Informal seating also can be incorporated in short retaining or barrier walls or above-grade planters. In addition, retail businesses can provide outdoor seating, such as at sidewalk café tables.

Recommendations for seating include:

- Locate sitting and gathering areas in comfortable locations at key nodes and places where seating is most likely to be used, near active pedestrian areas, transit shelters, and commercial storefronts
- Select furnishings and other materials carefully with regard to usability, maintenance, and accessibility. A variety of seating should be incorporated to accommodate a range of physical abilities, as well as companion seating that enables wheelchair users to sit next to friends or family members. Ensure permanent ADA accessible seating every ¼ mile.
  - Design sitting and gathering areas carefully to reinforce a brand or unique identity
  - Consider working with developers to incorporate seating into building forms, such as seat-walls, which may be used as an alternative to free-standing benches
  - Design seating to encourage sitting and to discourage lying down
  - In some locations, consider providing movable seating that allows people to create their own “outdoor living rooms”
6.2.5 BUS SHELTERS

Bus shelters are essential to a well-used transit system. They can provide a safe place to wait for the bus, and offer protection from strong winds, harsh sun, and inclement weather. A well-designed and located bus shelter is more likely to be used, providing greater safety and comfort for transit patrons.

Recommendations for bus shelters include:
- Site shelters to minimize interference with pedestrian traffic on sidewalks and crosswalks, and allow adequate space to freely board and exit the bus
- Assure shelters allow convenient access to the bus, and if possible provide seating or a leaning rail
- Assure the side panels of a shelter allow great visibility of oncoming buses, so that patrons do not have to step outside the shelter to look for buses
- Customize the design of a shelter to enhance a brand; as Metro designs new shelters for the BRT it should consider how to customize the Dellwood Town Center shelter to help build an identity for Dellwood.

6.2.6 SIGNAGE AND GATEWAYS

Public realm signage and entryways can be effective communication tools. Clear and consistent signage facilitates wayfinding, and can be designed to enhance community character. Similarly, entry or gateway elements can be designed and located to make a bold welcoming statement to a community, and can complement signage, lighting, and other public realm improvements to present a cohesive identity.

Recommendations for signage and gateways include:
- Site gateway features at logical gateways and access points, as identified in the Vision Framework (see Section 4.1)
- Scale gateways appropriately for pedestrians and vehicles
- Employ wayfinding elements such as monumental gateway features, directional signage, and map kiosks to guide vehicular, pedestrian and bicycle circulation
- Locate wayfinding elements in amenity zones of sidewalks, or on bulbouts, medians and other planted areas at key locations along the corridor to facilitate connectivity
- Consider a hierarchy of directional signage that works at vehicular and pedestrian scales
6.2.7 PUBLIC STREETSCAPE IMPROVEMENTS: UTILITIES

The image of the street could be vastly improved by moving utility and electric lines from view. Two basic strategies can be explored:

- Utilities can be put underground, an option which many communities have opted for. Digging up streets for reconstruction presents an opportunity to do this. The cost is high, however: initial estimates for West Florissant run to many millions of dollars.

- Run utility lines in back of properties where possible, with major cost savings. Since not every location along the street has access in the back, wherever a pole has to remain in front (for access reasons), a fabricated replacement pole could upgrade the appearance and meet break-away safety standards.

Either option will be a pronounced improvement; it is unlikely that the high cost of putting utilities underground will deliver so much more benefit to make it worth the extra cost over option two.

Leaving utility poles where they are is of course another option. To avoid the problem of trees growing into overhead wires, specific tree species need to be selected that top out below the level of the wires.

Street cross section with utility lines left above ground, showing tree species selection that avoids the problem of branches growing into wires.

Street cross section with utility lines buried underground, showing the opportunity to then plant a much larger tree type.
6.3 PRIVATE REALM IMPROVEMENTS

6.3.1 PARKING STRATEGIES

Zoning regulations with minimum parking requirements have resulted in automobile-centric development, excessive parking square footage on underutilized land, and disincentives for infill development and redevelopment along the West Florissant Avenue corridor. Parking should be treated as a mode shift, or transfer, and should enable comfortable transition to walking the rest of the way without having to cross vast areas of asphalt. By creating more flexible and targeted parking requirements that better reflect the corridor’s diverse uses, special context, demographics, and accessibility by non-driving transportation modes, West Florissant Avenue can become more walkable, attractive, and economically viable.

Several parking strategies should be considered throughout the corridor, with complementary changes in zoning regulations:

- Encourage parking screening, which improves the pedestrian experience in the near term by helping mitigate the negative impacts of parking lots along the street
- Set parking maximums, rather than minimums, to reduce overall parking supply. Provide context-specific standards (for example, in transit-oriented areas), and consider allowing shared parking and in-lieu fee payment for off-site parking
- Implement parking demand management programs, by offering improved transit service and incentives, installing pedestrian and bicycle facilities, and allowing developer-provided car-sharing or Transportation Demand Management (TDM) programs to offset parking requirements
- Consider innovative pricing strategies, such as varying pricing to encourage drivers to minimize trips at non-peak times; providing residential on-street parking permits; unbundling residential parking spaces with rents; and establishing parking benefit districts that use parking fees for local improvements
- In Segments 3 and 5, properties should be encouraged to share their parking areas for maximum efficiency and to help businesses with insufficient parking avoid adding new parking to a district that has so much excess parking overall. Formal common parking lots can also be created in vacant sites to give the owner an interim use.
6.3.2 PLACEMAKING

Placemaking strategies and tools can create better places to live, work, and play, and can be used successfully by private developers to support livability goals in the public realm. Recommended strategies include:

- Allow and encourage temporary, “pop-up” placemaking strategies to bring street life to underutilized private parking lots along the street that would otherwise negatively impact the public realm by creating “dead zones”
- Work with developers to include active placemaking uses in new and redeveloped buildings

Investment in the quality of the place has been shown to raise property values and retail sales. Home values showed significant increases after investments to improve the public realm and streetscape in University City and Maplewood. Likewise, retail sales go up when districts are upgraded and made more pleasant and walkable.

“Where the place is inviting, shoppers stay longer and spend more.”

- Alexander Babbage
6.3.3 INFILL DEVELOPMENT

Infill development takes advantage of vacant or underutilized land within an existing developed area to accommodate community redevelopment and achieve goals such as compact walkable districts and transit-oriented development. Infill development is recommended for the West Florissant Avenue corridor, especially around the Dellwood Town Center and South Gateway areas.

Recommendations for infill development include:

- Develop buildings up to the street to reestablish the street wall, to help the street become one that is designed for pedestrians, not cars, and to improve pedestrian access
- Ensure the primary orientation of all building entrances face the street or other public edge, rather than parking behind the buildings
- In Dellwood Town Center and South Gateway, encourage pedestrian-friendly retail, civic, and commercial use on the ground floor
- Provide common usable open spaces within multifamily residential developments
• Redevelop Springwood Plaza as a compact and walkable mixed-use neighborhood with mixed-income and senior housing
• Develop a new civic center area on land owned by the City of Dellwood around Dellwood Recreation Center
• At the intersection of Chambers Road, use infill development to improve the economic environment, reestablish the street walls, and improve the intersection for pedestrians and transit users.
• In the South Gateway area, use infill development to create a new healthy living apartment community, with greenway and trail connections to Maline Creek. Reestablish the street wall with new retail developments fronting the street, and place all parking behind the new retail and apartment buildings
• As building needs change, encourage opportunities for intensifying existing single story buildings by adding additional floors or frontage along the street
6.3.4 FLEXIBLE ZONING AND DEVELOPMENT STANDARDS

Zoning has been a critical regulatory tool for land use. However, prescriptive Euclidean zoning, with segregated uses, has led to some of the problems facing the West Florissant corridor today, such as sprawl and traffic congestion, and has limited the development of lively mixed-use areas.

Flexible zoning strategies can help address these problems and advance community-specific desires. They can allow a mix of uses in a relatively small area, and guide specific uses to targeted locations. These strategies also can view land uses in terms of cumulative impact, rather than use category.

Flexible zoning recommendations include:

- Create overlay districts, which enable particular standards for a designated area
- Consider planned unit developments, which allow exceptions to zoning regulations to accommodate mixed uses or features that have broad community benefits
- Consider performance zoning, which focuses on measurable impacts (e.g., building size, site design, and the number and rate of people arriving and leaving a property)
- Consider incentives (e.g., density or parking) for desired uses such as affordable housing, or to preserve historic properties and structures
- Use form-based development codes that regulate site design to achieve desired built outcomes; these may include fairly detailed architectural design standards for different building types. For more on form-based code see http://www.onestl.org/toolkit/category/practice/form-based-code

Overlay districts can lead to sprawl

Overlay districts create particular standards for a designated area, such as Dellwood Town Center
6.3.5 ECONOMIC DEVELOPMENT TOOLS

Cities have available a variety of fiscal tools to fund projects and induce private investment. These generally fall under the following five categories:

- Anticipated future revenue, also known as bond financing. A key program discussed below is Tax Increment Financing (TIF)
- Supplemental taxes, including Community Improvement Districts (CID), Special Business Districts (SBD), and Transportation Development Districts (TDD)
- Tax reductions, such as Planned Industrial Expansion Authority (PIEA) District, and Chapter 353 Tax Abatement
- Grants, which can be obtained through the local, state, and federal level, as well as through private institutions
- Tax credits, such as the Low Income Housing Tax Credits (LIHTC), New Markets Tax Credits (NMTC), and Brownfields Tax Credit

Anticipated Future Revenue

In certain instances, future taxes generated by real estate investments can be used to finance the current costs of facilitating those improvements. This mechanism is referred to generically as Tax Increment Financing (TIF). The capture of taxes resulting from increased assessed value (the increment) is used to pay debt service on bonds issued to fund selected costs of development.

Along the corridor this could involve the creation of one or more new TIF districts. TIF revenue would be generated through the capture of net new property taxes, and could be used to finance public infrastructure and site acquisition and clearance.

To determine the efficacy of a TIF strategy, the level of taxable investment that is likely to be attracted to the selected areas must be evaluated—as should the value, or increment, that can be created for a larger TIF district.

Supplemental Taxes

This section focuses on improvement districts which are sometimes also referred to as special tax districts. In general, an improvement district generates a steady source of revenue to finance services and project costs that are considered “special” to landowners, residents, and businesses within a designated geographic area. Therefore, a separate tax is levied only on those properties within defined boundaries that will be benefited by these expenditures.

Community Improvement District (CID), Special Business District (SBD), and Transportation Development District (TDD).

A CID (or similar program) typically involves a special tax (property or retail sales) that supports an array of needed supplemental programs and services. These often include marketing, maintenance, security, and limited capital improvements, including streetscape enhancements. It is important to note that the imposition of such supplemental taxes or fees do not have to be limited to businesses and commercial properties but can also come from residents and residential properties.

Unlike a CID, TDD has more restrictive uses that are generally tied to capital improvements (as opposed to “softer” investments allowed under CID, such as marketing and security.

Tax Reductions

Personal and real property tax reductions, or abatements, are common economic development incentives, particularly where significant new real estate investment occurs or new jobs are created. In most instances, the abatements act to reduce operating costs of investment real estate (office, industrial, retail, or rental apartment buildings) for a designated period of time. In Missouri, the PIEA
and Chapter 353 abatement are two programs that can be utilized. Both offer 100 percent abatement for 10 years, followed by 50 percent abatement for 15 years.

**Grants**

While far less available than in the past, there remain opportunities to obtain grants and soft loans from a variety of both public and private sources. Private corporate and charitable foundations do target their support to different aspects of urban investment and revitalization such as economic development, environment enhancement, historic preservation, and open space and parks.

Most government grants are ones resulting from legislators’ capacity to target appropriations to special community needs and high profile projects of wide public benefit. The following federally funded programs depend on continued funding of the MAP-21 transportation program.

- **Federal TIGER (Transportation Investment Generating Economic Recovery program)** funds could be explored for the corridor. TIGER is a joint HUD-USDOT program that gave out $9.5 billion in grants in 2014, but received applications for 15 times that. Applicants must detail the benefits their project would deliver for five long-term outcomes: safety, economic competitiveness, state of good repair, livability and environmental sustainability. USDOT also evaluates projects on their expected contributions to economic recovery, as well as their ability to facilitate innovation and new partnerships. Foundations might be compelled to participate (financially or otherwise) in the project—particularly if a component of the project is consistent with a particular mission.
  - FTA funds joint development projects that build off of a transit facility and meet certain criteria that show the project is transit-oriented.

Several sources of funding pass from the federal government through East-West Gateway Council of Governments to local projects. Obtaining funding through these programs is dependent on a combination of eligibility, available funding, and a variety of other factors.

- **The Transportation Improvement Program (TIP)** is a statewide list of transportation projects that looks ahead four years, which is put together by East-West Gateway and other MPOs to allocate federal funding. State, regional and local transportation agencies update the program each year to reflect priority projects. There are 129 new projects included in the draft FY 2015-2018 TIP.
  - The Transportation Alternatives Program (TAP) is available to fund projects that target alternative transportation such as bicycle and pedestrian facilities, community improvements, environmental mitigation, and Safe Routes to School. Sponsors must be able to provide a minimum of a twenty percent funding match. In 2014 approximately $8 million is available for Missouri projects.
  - The Congestion Mitigation and Air Quality Improvement Program (CMAQ) is an application process available only for projects in areas not meeting federal air quality standards for projects that will help them meet those standards. Projects that meet all eligibility requirements may get onto the list for the state Transportation Improvement Program (TIP).

Funding through grants or other programs may also be available through: the Metropolitan Sewer District, who can advise or assist on paying for green infrastructure improvements such as stormwater planters; MoDOT, which has particular responsibility for the approach to I-270.
and would therefore be a partner in construction; and Great Rivers Greenway, who will be an active partner in funding the creation of the Maline Greenway, and potentially will take interest in a greenway west along Hudson Creek.

**Tax Credits**
Because the private market alone cannot deliver the retail and housing products that are proposed as part of this development plan, public support is necessary to make development economically viable. Tax credits are one form of public participation that can be used to reduce the costs of development, thus making projects viable that otherwise could not be developed.

Two types of tax credits would be particularly useful: Low Income Housing Tax Credits (LIHTC) and New Markets Tax Credits (NMTC). LIHTC are used to provide affordable housing, defined broadly as rental units offered at below market rents to households that earn below 60 percent of area median income (AMI). New Markets Tax Credits are used for the development of commercial properties in distressed areas.

There are many similarities in the broad ways in which the tax credits work. They provide tax credits for a percentage of eligible costs (which consist of most building hard and soft costs; infrastructure costs are rarely included). Once awarded, the future value of these tax credits can be bought and sold on the private market, usually at a discounted rate. This discounted rate becomes the “equity value” of the tax credits. However, while LIHTC can provide a significant percentage of project funding, NMTC generally provides only a small fraction. Although the tax credits can be worth 39 percent of eligible costs, once administrative and professional fees are subtracted, the tax credit value tends to be approximately 15 to 20 percent of development value.

Another possible form of revenue could come from Missouri brownfield tax credits. These are highly competitive allocations that are typically awarded to projects with a significant amount of job creation. A common award amounts to a credit of $425, annually, over a 10-year allocation period. Thus, if a new, 30,000 square foot healthcare facility brought an estimated 120 new jobs to the area, a brownfield tax credit award of roughly $500,000 is possible. If the equity value of these credits is 85 percent of the allocation, this would amount to a present value brownfield tax credit of $425,000.

**Impact of Tax Credits on Phasing**
The state of Missouri places limits on the number of tax credits that can be awarded to a project on an annual basis. This can have a significant impact on the phasing of a development. Further, tax credits are not necessarily awarded to the same project in consecutive years. In this way, an affordable project that could technically be absorbed into the market in two years might actually take five to seven years—or more—to develop, due to the constraint of limited tax credit allocations.

**Impact of New Markets Tax Credits on Location**
New Markets Tax Credits can only be allocated in qualifying census tracts; the chief criterion for this designation is median household income. In this instance, all properties along the West Florissant Corridor are eligible for NMTC. However, three of the four quadrants (northeast, southeast, southwest), relative to the Chambers and West Florissant intersection, receive the added designation of being “severely distressed”, implying they may receive some preference in the allocation of these credits.
Chapter Seven

IMPLEMENTATION PLAN
“You have to design your streets for everyone. The cities that have safe streets, that are easy to get around, are the ones that will grow and thrive in the 21st century.”

– Janette Sadik-Khan
Commissioner, New York City Department of Transportation, 2007-2014
There is a strong recognition among the project stakeholders that the implementation of the West Florissant Avenue corridor as described in the West Florissant Avenue Master Plan is a high priority that will improve future economic prospects for the cities of Dellwood and Ferguson and surrounding unincorporated areas in the County. This implementation chapter of the Plan defines the “how-to” steps for phasing the public investments that will in turn leverage catalytic private developments in the corridor. This phasing framework creates a solid foundation from which to base logical decisions and to allocate limited resources.
Developing the West Florissant corridor will take concerted effort from leaders in the public and private sector.

To achieve the overall vision and goals, it is important to stress that:

- Land use vision sets the goal. It is the land use plan that most clearly paints the picture of what residents, businesses, and owners say they want for the future of their community.
- The transportation system, utilities, and environmental measures are tools by which we design to help achieve and serve that vision.
- Zoning is an instrument over which Dellwood and Ferguson have immediate control and one of the highest priorities will be to make necessary adjustments.

The economic development strategy gives the vision long term viability and is primary to project success.
- Funding and financing recommendations are essential to implementation in both the short and long terms.
- Implementation of the Master Plan will require many years of dedicated effort by the two cities in partnership with St. Louis County. Creation of a quasi-independent implementing agent (e.g. a redevelopment corporation or business improvement district) is crucial to success.

Evaluation of market findings, which indicate the potential revenues of different types of projects, and feasibility analysis (which takes into account cost factors such as construction, land acquisition, and operating expenses to determine overall project viability) reveals that very few quality developments can occur in the corridor that are financed by the private sector alone. In most cases, there is a financial “gap” that exists, indicating that partnerships with the public or institutional sectors are necessary in order to realize the development of identified catalyst projects.

### 7.1 OVERALL LAND USE STRATEGY

#### 7.1.1 RETAIL

A key finding of the market analysis was that there are already more retail spaces (and probably more retail businesses) along the corridor than the population can support. While retail redevelopment is a key strategy used in the Master Plan, it should be clear that this is “replacement retail,” not new retail, so the intent is to upgrade and rebuild two key focus retail areas, Segments 3 and 5, and consolidate the existing corridor retail in those locations. For the strategy to work, retail should be discouraged from locating in other...
zones. This means that Ferguson and Dellwood should be vigilant that zoning and permitting in other zones (Segment 2 is a good example), does not allow additional commercial development. It may also mean that there is no point in encouraging redevelopment of existing commercial areas outside Segments 3 and 5.

In other words, allowing continued sprawl of commercial development reduces the chances of success for existing businesses and commercial districts, and ultimately compromises the vision for two walkable commercial districts, one each in Dellwood and Ferguson. When funding is found, it would even make sense for the cities or their implementing agent to purchase vacant commercial properties that are far outside the focus areas and put them to other purposes such as housing, or even to become new green spaces, to attract more residents and enhance walkability.

Due to low achievable rents, retail development will be difficult to finance, and thus all tools available are likely to be necessary. With few logical new tenants, existing tenants must be enticed to pay higher rents with the promise of having higher quality buildings that will attract customers with more spending power.

7.1.2 HOUSING

Housing is a key component of the overall strategy. Not only is there a need for new housing types over the next two decades, but the proximity of housing to the retail focus areas will help those businesses succeed, and help rebuild Segments 3 and 5 into more attractive and walkable districts.

However, evaluation of market findings and feasibility analysis reveals that very few quality developments can occur in the corridor that are financed by the private sector alone. In most cases, there is a financial “gap,” indicating that partnerships with the public or institutional sectors are necessary in order to realize the development of identified catalyst projects.

The single best tool for realizing new housing in the corridor is through use of the Low Income Housing Tax Credits (LIHTC) program to develop mixed-income housing. While funding is competitive (and thus not guaranteed), securing LIHTC can assist in developing 75 to 125 units per allocation. In the case of senior housing, parking standards can often be relaxed, enabling the developer to achieve a higher density and thus afford a higher land purchase price (on a per square foot basis).

As is documented earlier in the report, the neighborhoods surrounding the corridor have experienced slow (or no) property value appreciation, which has discouraged investment in property maintenance. This, in turn, often leads to further property devaluation. This cycle is difficult to break, particularly where household incomes and municipal tax receipts are modest, as is the case in Dellwood and Ferguson. Many simultaneous efforts are needed to turn this cycle around, including improvement of the corridor.

A community investment analysis and strategy are needed to outline the depth and breadth of investment that is needed. Following is a partial list of economic and community development initiatives that are needed—some of which relate directly to the West Florissant corridor:

- Enhance marketability: recommendations to improve the corridor that are found in this plan aim to boost the marketability of not only the corridor, but the surrounding neighborhoods. A growing body of evidence indicates that communities with walkable streets and town centers, inclusive of leisure retail uses, meaningful public space, and appealing urban design, are experiencing above average home appreciation.
• Stabilize the neighborhoods: a number of programs could help stabilize the neighborhoods, including:
  * Community gardens: a study of Gateway Greening’s community gardens (from 1990 to 2000) show better property appreciation in areas where residents formed community gardens. Such efforts should be encouraged as neighborhood stabilization strategies.
  * Building repair fund: a low-interest loan program should be established for property owners seeking to make repairs to their homes.
  * Proactive code enforcement: Ferguson has established a proactive code enforcement program that requires properties to be inspected annually before receiving occupancy licenses.
• Improve economic opportunity: In areas with a high percentage of low and moderate income residents, physical improvements alone are not going to bring about a transformation. Investments in people are needed. Longitudinal studies have shown positive results brought about from early childhood centers, including increased rates of high school and college graduation, higher incomes, and a reduction in households below the poverty level. Sustained support of programs with a track record of success is needed in these neighborhoods.
• Deconcentrate poverty: Two large rental properties at the southern end of the corridor have heavy concentrations of low-income residents. This is due to many other areas failing to accept (or qualify) a fair share of low income residents—especially those holding Section 8 vouchers. A 2011 housing policy study by St. Louis County recommended several county-wide efforts at deconcentration that should be followed up on. These include voucher counseling in which households are shown their full range of rental options, and housing policies that make illegal the landlord practice of screening tenants based on their source of income.
• Evaluate more sustainable housing models: In the case of two large apartment properties at the southern edge of the corridor—Park Ridge and Northwinds—more sustainable housing models might be considered.
  * Cooperative Housing: In the instance of Northwinds, its townhome-style properties would be marketable as cooperative housing, which targets moderate income households. Such a model requires an entrance fee that is modest compared to a home mortgage, offers housing at moderate monthly fees, and is generally well-maintained over time due to residents having an ownership stake in their housing.
  * Mixed Income Housing: Given the barracks-style appearance and layout of housing at Park Ridge, redevelopment of the property into mixed-income housing with more marketable, human-scaled housing should be considered. A significant amount of patient capital would be necessary in order to realize such a transformation.
  * Tenant Equity: Tenant equity enables renters work with owners to maintain an apartment building in return for equity. From the savings accrued from reduced maintenance costs, apartment properties can provide equity payments for tenants who work on maintaining a property.

7.1.3 MIXED USE

One strategy that could address difficulties in financing retail and housing is the development of mixed use buildings or properties that would include both retail and residential apartments
in the same parcel or development. A mixed-income venture that makes use of federal and state LIHTC for at least a portion of the residential components will be easier to finance. Therefore, if the majority of land costs are attributed to the residential element of a mixed-use development, acquisition cost for the retail portion could be reduced, increasing the leverage of available financing. Shared parking scenarios could also reduce costs. Residential has strong synergies with office and with retail ad civic development as well. Other tools that are likely needed include NMTC, and some combination of TIF, CID, and/or TDD, which could make use of future sales tax revenue.

7.1.4 BUS RAPID TRANSIT

BRT can add value and viability to all the above. It can serve and even catalyze new and existing housing, support nodal economic redevelopment and retail (often referred to as Transit-Oriented Development, or TOD), and of course help achieve transportation and environmental goals. It is important that an implementation team keep these opportunities in front of Metro during their development of the BRT.

7.2 CATALYST PROJECTS

Catalytic projects are those with strong potential to induce additional private and or public investment and development. The following are the most catalytic projects in the Master Plan.

7.2.1 MALINE CREEKSIDE DEVELOPMENT

In this report we present a land use scenario for how parcels in the vicinity of Maline Creek, as it crosses West Florissant Avenue, could be redeveloped as an attractive mixed use residential community. But this vision for an environmentally friendly community is not likely to happen without a concerted joint effort from the City, private developers, and Great Rivers Greenway. The vision is a starting point for creating a shared investment strategy for all parties. In addition to agreeing on a master development plan that maximizes the potential created by the Maline Greenway project, cross access agreements, easements, or other means for bringing a trail up to the street would be integral to achieving this.

7.2.2 MULTI-USE PATHWAY

The pathway has the power to brand the corridor as a special place and it alone may attract new residents, businesses and developers. Together, the planned BRT and the pathway will provide these communities with very marketable advantages, making them distinct from other communities in the region. Only preliminary design can determine whether it is feasible to build the multi-use path as a separate project that moves ahead
independent of roadway construction, but in either scenario the path will be catalytic.

7.2.3 MEDICAL OFFICE
Possibly the highest rent-yielding use for the area, some amount of medical services could be combined in a quality medical office building. With reasonably high achievable rents, a lesser amount of subsidy is likely to be needed to ensure project viability. That said, this use will likely require sufficient parking (and thus sufficient land area), so acquisition costs could be high. Therefore, some economic development tools are likely needed, and could include NMTA, as well as a property-based TIF, CID, or TDD. If an excess of funds can be generated from nearby retail sales TIF, CID, or TDD, that might be used to underwrite portions of site development for the medical office property.

7.2.4 DELLWOOD CIVIC CENTER
Dellwood owns a considerable amount of land around its Recreation Center, which also happens to share a parcel line with the largest site for redevelopment in the City, Springwood Plaza. The Civic Center idea that emerged as the preferred land use concept for Dellwood could bring new civic buildings and uses to cluster around the Recreation Center, creating an anchor that would be attractive to additional adjacent development from the private sector. Any one of the proposed anchors (City Hall, Early Childhood Center, Library tenant, community garden) could catalyze interest that helps attract the other civic uses.

7.2.5 SPRINGWOOD PLAZA
Residential development could be especially synergistic with the Civic Center idea. Meanwhile, if the City and the Springwood Plaza owners collaborate on a development vision, there would be possibilities that neither could accomplish on their own, including potential for bus service to the Springwood site and possible land swaps that make the best arrangement for development for both parties. Other parties such as the St. Louis County Library could also be part of this investment strategy either as investor or tenant in a small branch library.

7.2.6 BRT STATION AREA DEVELOPMENT
A new BRT stop in Dellwood Town Center has potential to attract additional investors looking for a transit-based location. The City of Dellwood, Metro, and a private partner such as a developer or a health care facility looking for new locations could all be partners to developing a larger project that incorporates the BRT stop. As further incentive, the Federal Transit Administration (FTA) provides funding programs for such joint ventures. Redesigning the Chambers Road intersection to better serve this vision for walkable development will be key to making this work.

7.3 PHASING STRATEGY
Project construction should start at the south end, where there is high potential for redevelopment projects such as new housing, retail and mixed use projects. Thus investing public funds in this zone first follows a strategy that looks to catalyze private investment as soon as possible. Maline Creek is also planned to be reconstructed, so developers will be attracted to the critical mass of activity which will result in an appealing place for housing to be developed. Putting the South Gateway into construction in the first phase will also help create a rationale for the street design and use of medians and access management, simply because these street treatments are already in place immediately to the south, at Buzz-Westfall Plaza. The I-270 interchange project may also affect future strategizing about phasing and timing.

7.4 SEGMENT PRIORITIES
The following section outlines sequential strategies to implement each segment of the corridor, followed by a list of immediate next steps.
7.4.1 CORRIDOR SEGMENT 1

Strategy Narrative

In the North Gateway (Corridor Segment 1), the strategy is to retain regional access to the retail center while creating a new gateway image to mark the entrance to Ferguson and the project area from the north. Improvements to the image and identity of this area are important to the long term economic viability of this regional hub. Public improvements should be leveraged to involve property owners to make their own improvements, mainly beautification that screens parking lots.

Multi-modal functionality should be improved for all users, and better access to the Bus Rapid Service is a specific goal. MODOT is concluding a study of the I-270 interchange that will affect the final option for the roadway section design. Metro will be conducting further study of Bus Rapid Transit on the corridor and location of BRT stop and access to Transit Center should be considered in light of the West Florissant Avenue Master Plan.

Strategy Steps

- **Step 1**: Memos should be drafted to MoDOT and Metro regarding the master plan recommendations related to Pershall Rd. and BRT service (see Phase 1A)
- **Step 2**: Convene meeting with area property owners to engage them in private property improvements such as screening parking lots and planting trees
- **Step 3**: Meet with area institutions (St. Louis Community College, YMCA) to explore collaboration or sponsorship
- **Step 4**: Dellwood, Ferguson, County, and East-West Gateway to identify a combination of local, state and federal funding
- **Step 5**: St. Louis County to proceed with roadway improvements

Segment 1 hard and soft costs: $7.8 million

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Cost breakdown:

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STRATEGY NARRATIVE

Within the Green Boulevard (Corridor Segment 2), the overall strategy is to develop strong pedestrian and bike access through a multi-use path that traverses a mostly green corridor highlighted by an improved creek crossing at Hudson Creek. Zoning should coordinate jurisdictional efforts, limit further commercial development, and capitalize on improved bike/pedestrian access. Design should take care that natural features such as greenery and the creek are enhanced as elements, and that exposed parking is screened by vegetation. Stormwater planters and other green infrastructure should be an important element leading to Hudson Creek. The City of Dellwood should look for opportunities to purchase commercial parcels to take them off the market, put them to other use, or turn them into green space, to direct all retail energy to Dellwood Town Center.

STRATEGY STEPS

- **Step 1**: Meet with Great Rivers Greenway to explore potential of Hudson Creek trail west to Hudson Park
- **Step 2**: Convene meeting with area property owners to inform them of the upcoming project and build support
- **Step 3**: Cities of Dellwood and Ferguson and St. Louis County, with East-West Gateway, identify a combination of local, state and federal funding
- **Step 4**: St. Louis County to proceed with roadway improvements

SEGMENT 2 HARD AND SOFT COSTS: $7.2 million

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7.4.3 CORRIDOR SEGMENT 3

Strategy Narrative

The strategy for Dellwood Town Center is to create a walkable and friendly town center by focusing corridor growth on this area and redeveloping parcels with new zoning standards that create a more urban, town center environment. Pedestrian movements should be the priority mode when designing the roadway as this has the highest foot traffic in the corridor and economic success will depend on the comfort of pedestrians. Particular priority should be placed on redesigning the Chambers Rd. intersection to be safe and comfortable for pedestrians. Streetscape should be high quality to brand the district and jump-start development. Access management is important to improving safety and creating a more continuous walking and biking experience. Small parcels would be easier to develop if they were bought out and combined.

One of the single-biggest challenges to transforming Dellwood Town Center is the corner sites at the intersection of Chambers and West Florissant. Generally, the sales price for such sites is relatively high, given the high traffic volumes and desirability of the sites for particular users—pharmacies and gas stations—that are able to pay a premium for land. With such high land prices, certain uses such as, residential, retail, and office, may be difficult to develop, and therefore alternative sites within Dellwood Town Center need to be considered. One strategy for these expensive sites is to attract a chain pharmacy as part of a shopping center. Another strategy could be to use joint development, building off the proximity to the BRT station. Certainly it should be a long term priority to replace gas stations at this corner with any of these suggested uses in order to achieve the walkable urban form that Dellwood desires for its town center. Tools that could be used to improve project viability include NMTC, which can be used for building improvements, and some combination of TIF, CID, and/or TDD, which could make use of future sales tax revenue.

Strategy Steps

- **Step 1:** Zoning of the Dellwood Civic Area and Springwood Plaza should be revised to match the desired future uses described in the vision. This will need to accommodate civic uses as well as mixed use. Form-based zoning would be appropriate for this area and should be considered as Dellwood moves forward with zoning revisions. Zoning south of Dellwood Park should be revised to allow mixed-use. The St. Louis County form based zoning code template is available for this purpose and can be used freely, or the City of Ferguson’s recently adopted form based code may be a resource.

- **Step 2:** Develop preliminary estimates for City Hall on Dellwood-owned site by the Recreation Center.
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- **Step 3**: Approach regional institutions, foundations and other partners for early childhood center, community garden, or library as tenant or co-developer of civic complex

- **Step 4**: Seek potential other civic anchors as described in the vision would also potentially come together in a convergence of activity that would catalyze other developer interest

- **Step 5**: Meet with Gateway Greening to discuss Civic Center concept and interest in engaging the public in a garden planning project

- **Step 6**: Approach Springwood Plaza owner with Master Plan and opportunity for residential development, with fiscal impact analysis (Phase 1A, Step 6)

- **Step 7**: Meet with other developers and property owners to gauge interest in market opportunities identified

- **Step 8**: Begin discussion of cross access agreements, shared parking, and consolidation of driveways in preliminary design of roadway

- **Step 9**: Meet with health care providers to explore interest in corner site

- **Step 10**: Identify and meet with potential corner anchor tenants (pharmacy, a hardware store, etc.) that can be incorporated into a small shopping center on the corner of Chambers Road, attracting higher-rent inline retailers

- **Step 11**: Cities of Dellwood and Ferguson and St. Louis County, with East-West Gateway, identify a combination of local, state and federal funding

- **Step 12**: St. Louis County to proceed with roadway improvements

- **Step 13**: Design and implement improvements to Dellwood Park frontage

**Segment 3 hard and soft costs**: $13.6 million

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**Cost Breakdown:**

<table>
<thead>
<tr>
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**2014 CONSTRUCTION COSTS** | $11,777,103 |
**2014 TOTAL COST** | $13,628,103 |
**2024 TOTAL COST** | $18,314,808
7.4.4 CORRIDOR SEGMENT 4

Strategy Steps

- **Step 1:** Convene meeting with residents to inform them of the upcoming project and build their support
- **Step 2:** Cities of Dellwood and Ferguson and St. Louis County, with East-West Gateway, identify a combination of local, state and federal funding for segment
- **Step 3:** St. Louis County to proceed with roadway improvements

**Segment 4 hard and soft costs:** $5.9 million

Strategy Narrative

The Residential Avenue section and will showcase the multi-use path as a highly visible element that will attract regional attention for its quality as a bike and walking facility. Land use is all residential with no driveways and minimal cross-streets. This will make construction relatively simple compared to other segments and so this phase has the potential to happen quickly making an impressive impact. Opportunities to reduce noise & light pollution should be explored. Stormwater planters should be featured in the vicinity of Maline Creek.

Cost Breakdown:

| DESIGN FEES | $770,265 |
| CONSTRUCTION COSTS |  |
| ROADWAY ITEMS |  |
| MOBILIZATION | $200,000 |
| CONTRACTOR SURVEYING AND STAKING | $40,000 |
| ADJUSTING UTILITY MANHOLE | $5,750 |
| PAVEMENT REMOVAL | $192,875 |
| SIDEWALK REMOVAL | $28,290 |
| CURB REMOVAL | $177,539 |
| CONCRETE CURB RAMPS | $20,000 |
| TRUNCATED CURB PAVERS - Concrete | $40,000 |
| CONCRETE SIDEWALK, 4IN. | $64,000 |
| MULTI-USE PATH (Pervious Paver System) | $432,000 |
| CURB AND GUTTER | $127,300 |
| CONCRETE PAVEMENT - 8" PCC (NON-REINFORCED) | $594,800 |
| TYPE 5 AGGREGATE BASE - 4' | $74,350 |
| PEDESTRIAN BRIDGE (Sidewalk) | $0 |
| PEDESTRIAN BRIDGE (Multi-Use Path) | $0 |
| UTILITIES |  |
| REMOVE AND REPLACE FIRE HYDRANT | $16,500 |
| REMOVE LIGHT POLE | $6,000 |
| CURB INLET | $31,500 |
| 24 IN REINFORCED CONCRETE PIPE | $28,350 |
| PRECAST CONCRETE MANHOLE - 48 IN. | $18,000 |
| RELOCATE POWER POLE | $175,000 |
| PAVEMENT MARKING |  |
| PAVEMENT MARKING PAINT | $10,182 |
| CROSS WALKS - Special Pavement | $33,900 |
| SYMBOLS | $5,700 |
| SITE FURNISHINGS |  |
| SITE FURNISHINGS (Benchs, Bike Racks, Trash Cans) | $50,000 |
| ELECTRICAL - TRAFFIC SIGNAL AND LIGHTING |  |
| PEDESTRIAN LIGHTING - 12-14' POLE, LED, BANNER | $330,000 |
| LIGHT POLE/FIXTURE/BASE | $180,000 |
| SERVICE PANEL BOARD AND METER | $120,000 |
| FULL SIGNAL | $400,000 |
| MID-BLOCK CROSSING | $0 |
| INTERCONNECT | $97,720 |
| VEGETATION |  |
| TREES | $69,900 |
| PARKWAY PLANTING AREAS | $406,000 |
| BUFFER EDGE PLANTING AREAS | $124,000 |
| MEDIAN PLANTING AREAS | $374,000 |
| MEDIAN IRRIGATION | $41,600 |
| Contingency | $655,850 |
| 2014 CONSTRUCTION COSTS | $5,135,106 |
| 2014 TOTAL COST | $5,905,371 |
| 2024 TOTAL COST | $7,936,228 |

Any development around the Maline Creek area should assure that Great Rivers Greenway’s concept for the Maline Creek Greenway, like its plans for other St. Louis area greenways, as pictured above, is incorporated into development plans to help make this key project a reality.
7.4.5 CORRIDOR SEGMENT 5

Strategy Narrative
The South Gateway strategy is to create a neighborhood node distinguished by sustainable practices that promote a healthy creek environment and attract a new kind of healthy living apartment community. Design should emphasize green space and a gateway at the Maline Creek crossing; the multi-use path will be at its maximum use here because of access onto the future Maline Greenway. Bike facilities (racks, parking areas, trail access points) should feature throughout the district. Streetscape should brand the district and spark development. Stormwater planters should be featured in the vicinity of Maline Creek. Access management is critical to improving safety and creating a more continuous walking and biking experience.

Strategy Steps
• **Step 1:** City of Ferguson revise zoning following recommendations above
• **Step 2:** Convene meetings with GRG to strategize on partners, developers and funding
• **Step 3:** Seek special funding for multi-use trail from federal and state funding sources for alternative transportation and the foundation and corporate communities
• **Step 4:** Meet with developers and property owners to gauge interest in market opportunities identified
• **Step 5:** Solicit medical office and pharmacy – the health sector could respond very quickly once it becomes known that a market opportunity exists
• **Step 6:** Cities of Dellwood and Ferguson and St. Louis County, with East-West Gateway, identify a combination of local, state and federal funding for implementation
• **Step 7:** Negotiate cross access agreements, shared parking, and consolidation of driveways in preliminary design of roadway
• **Step 8:** St. Louis County to proceed with roadway improvements

Segment 5 hard and soft costs: $8.9 million

Cost Breakdown:

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<td>$11,928,443</td>
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7.5 PRIORITY ACTIONS

Priority Actions are outlined below to help the cities of Dellwood and Ferguson make critical next steps that lead to longer term projects to get the West Florissant Avenue vision fully implemented. The Priority Actions are either pertinent to the entire corridor, or are specific and relevant to individual Focus Areas.

SHORT TERM - NEXT THREE MONTHS

7.5.1 STEP 1: ESTABLISH AN IMPLEMENTATION TEAM

An Implementation Team must be established to take on the first phases of launching the project until a more formalized entity is established to take it over (see Step 6). This team should be formed by city and county staff and other leaders from the civic and business community. City staff people assigned to the project should work closely with the Implementation Team to coordinate meetings and tasks. Specific team composition should include:

- Cities of Dellwood and Ferguson: City Manager's office; Department of Public Works; Department of Public Services; Department of Planning and Zoning; Council representative(s)
- St. Louis County: Deputy Director of Highways, Traffic, Public Works; North & West Area Engineer

7.5.2 STEP 3: MEMORANDUM OF UNDERSTANDING (MOU)

The Cities of Dellwood and Ferguson and St. Louis County should memorialize their agreement on the plan's vision and principles and their intent to collaborate on implementation in a signed Memorandum of Understanding. This MOU should make specific reference to the implementation team members and their commitment to hold regular meetings. It may also make reference to the intent to conduct a feasibility analysis together, and to collaborate on synchronizing zoning in segment 2, where the municipal boundary runs down the middle of West Florissant Avenue.

7.5.3 STEP 4: SUBMIT MEMOS TO METRO AND MODOT

The Implementation Team should submit a memo to Metro clearly stating their concerns about BRT access to the northern portion of the corridor and asking that the ideas put forward in the Master Plan be part of the next phase of study. There is a high transit demand in the area around Harneywold and Pershall due to Wal-Mart and St. Louis County Community College and an additional BRT stop at this location should be considered to better serve these users. Another memo should go to MoDOT articulating that access to West Florissant Avenue from the North County Transit Center could become problematic under a one-way outer road scenario and that a counter-flow bus lane on Pershall between the Transit Center and the Avenue should be considered. The memo should also state that further analysis is needed before additional lanes near Pershall Rd might be considered.

MEDIUM TERM - THREE - NINE MONTHS

7.5.4 STEP 5: COMPREHENSIVE PLAN AND ZONING ORDINANCE REVISIONS

City staff should work to create and revise their comprehensive plans and zoning ordinances as soon as possible so that any new development proposals fall in line with the vision outlined in the plan.

One of the quickest and most focused ways to establish a zoning ordinance that crosses jurisdictions may be to create a special corridor overlay zoning district with a unified code - a single document that regulates the corridor zoning for both municipalities.
Specific changes to the zoning ordinances include:

- In general, C-1 commercial development should be concentrated on the opportunity areas in Segment 3 (Dellwood Town Center) and Segment 5 (South Gateway).

- Dimensional criteria in the corridor’s commercial zones should be modified to enhance walkability and provide a more attractive and pedestrian-scaled environment. Recent mixed-use zoning standards for other urban areas provide examples of dimensions that could be suitable for commercial zones along West Florissant Avenue, particularly in Segment 3 (Dellwood Town Center) and Segment 5 (South Gateway). In addition, Ferguson recently adopted form-based zoning for its Downtown districts; this flexible zoning approach also could serve as a model for a commercial overlay along West Florissant Avenue, and for a code to be developed by Dellwood. Specific changes to make to dimensional criteria should be along these lines:

  * Building setbacks or front yard requirements should be reduced to a maximum of 10 feet from the lot line. This will remove parking from the front and bring the front door of each business right to the pedestrian.

  * Parking minimums should be more flexible for businesses that can thrive on bus and pedestrian traffic. In some areas this would mean a major increase in economic development potential, such as for the small urban lots discussed in Dellwood above.

  * Consider a maximum side yard width to discourage the placement of small buildings on large parcels, surrounded by parking. A minimum lot coverage requirement might also be considered to address this same issue, which has resulted in a spread out commercial form only suitable for driving.

  * Vehicular access requirements can compromise safety on roads where there are numerous access points to adjacent parcels. In heavily commercial zones such as Segments 3 and 5, allowing two driveways for every business, as in current zoning, means the sidewalk is interrupted every few feet with cars entering and exiting parking areas. Reducing these allowances to one driveway per business would help create a better walking experience. Access management that encourages adjacent businesses to share parking lots would result in even fewer driveways.

  * Requiring owners to screen parking lots from view of the street would be a great enhancement to the pedestrian environment.

  * The City of Dellwood should hire a consultant to draft new zoning ordinance and a comprehensive plan that incorporates the West Florissant Avenue Master Plan vision.

7.5.5 STEP 6: FUNDING STRATEGY

Funding Plan

Because development is unlikely to occur without public incentives, there is little question that some form of economic development tool (likely many forms) will be needed in order to realize a physical transformation of the corridor. Using the market study conducted for this plan as a basis, fiscal impact analysis should be conducted to determine how much revenue could be generated for different projects through the use of different tools. These sources of funding should be lined up next to the uses (and the costs associated with those uses). In this way, decision makers will have a clearer vision of how different incentive tools might be utilized, what the magnitude of the incentives are likely to be, and what the remaining “gap” in funding are. A detailed analysis should evaluate possible
and likely incentives and economic development tools to help implement the plan. This analysis will estimate what level of revenue can be generated to fund a tax increment financing (“TIF”), community improvement or transportation development districts (“CID” and “TDD”), and other relevant forms of tax credits, tax abatements, and land assembly. **Until this analysis is completed there should be no new TIF districts formed along the corridor.**

**Funder Research**

The Cities of Dellwood and Ferguson should research local, state and regional funders and make preliminary inquiries and applications. Initial interviews with other organizations that fundraise on a high level should be conducted early on. These organizations may include Citizens for Modern Transit, Great Rivers Greenway, Beyond Housing, and others.

**LONG TERM - MORE THAN NINE MONTHS**

**7.5.6 STEP 7: ESTABLISH LEAD ENTITY TO SPEARHEAD DEVELOPMENT**

The creation of a spearhead organization will move project implementation to a new level. An evaluation of different potential organizational structures is needed. Such an evaluation would look at the resources and capabilities of both the cities of Dellwood and Ferguson (in terms of staff time and skills) to implement the plan. Other entities, such as community development corporations (CDCs) in the area should be evaluated to determine the capacity to implement the plan, and the business community should be evaluated to determine whether leaders are present who could spearhead efforts for the corridor. The sum of existing assets can therefore be determined and critical “gaps” can be identified in order to suggest the next steps in terms of organizational needs.

While it is likely that all of the above entities will be needed to implement the plan, it is also possible that a new entity is needed to focus on the corridor and coordinate the different stakeholders and programs. This would likely take the form of a community development corporation. Whoever the entity it is, it must coordinate a significant number of initiatives, and have a depth of in-house experience that ranges from real estate, economic, and community development expertise, marketing fundraising, coalition building, advocacy, and forming partnerships.

This entity should play several key roles, among them:

- Coordinate efforts among municipalities, agencies, businesses, and residents
- Provide leadership and advocacy
- Manage incentive districts
- Measure performance
- Apply for and administer grants and tax credits
- Partner with foundations
- Partner with developers
- Structure deals
- Raise funds and assemble property
- Market the district

Ideally a CDC would also take charge of purchasing properties, seeking tax credits, and then actually developing real estate. In some cases this will be the most direct path to getting a good mixed-use project built that delivers exactly what the city hopes for, rather than leaving it to other developers.

If a community development corporation were to be created, funding mechanisms would have to be established to support staff and other essentials, such as facilities, overhead, etc. While incentive programs such as community improvement districts (CID) can be used to fund operations, it is likely to be inadequate, and thus other funds will be needed. Some could come from the cities of Dellwood and Ferguson. The St. Louis Economic Development Partnership has demonstrated a
willingness to provide some funding for such efforts.

Importantly, there are several case studies of institutions and foundations in the St. Louis area contributing money for operations and other ventures carried out by a CDC that is working to benefit their surroundings. This can be witnessed in Forest Park Southeast, where two CDCs receive funding from the Washington University Medical Center (WUMC) and have made significant progress. The newly formed Spanish Lake CDC is receiving some funding from Christian Hospital and the St. Louis Economic Development Partnership. Area institutions, such as St. Louis Community College and Emerson Electric could invest in forming a new CDC that could then guide investments toward proven revitalization strategies.

7.5.7 **STEP 8: ESTABLISH DISTRICTS FOR TARGETED INVESTMENT**

One of the key underpinnings of this plan is to focus investment in a few targeted areas that will be most catalytic for improving property values and economic performance for the corridor and surrounding neighborhoods. This will involve establishing boundaries for districts, as well as incentive tools. It is important to leverage incentive tools in such a way that money is funneled to public improvements and other elements of this plan that will create the most benefit for the entire community. Therefore, individual or “property TIFs”, for example, should be avoided in favor of larger district-wide incentives.

7.5.8 **STEP 9: LEVERAGE ECONOMIC DEVELOPMENT TOOLS**

Once a funding plan is established that is supported by sound market and financial analysis (which makes predictable returns likely), uses of that funding are prioritized, and an organization structure/implementation entity is established, economic development tools can be leveraged and funds can be directed to established districts. These tools should be used judiciously, since many direct funds from one government program to another. Yet the intent of most of these programs is to assist in the revitalization of economically distressed areas, so their use in the West Florissant corridor—provided safeguards such as market and financial analysis are conducted to increase the likelihood of predictable returns—is consistent with good policy.

7.5.9 **STEP 10: EXECUTE A MAINTENANCE AGREEMENT**

Before the project can be designed, there needs to be a Maintenance Agreement executed that scopes out maintenance levels and roles of each partner: St. Louis County, the cities of Dellwood and Ferguson, and any future district entity such as a CID.

The solutions and implementation efforts to create a vibrant streetscape along West Florissant Avenue will be undermined if the street is not adequately maintained. Currently all maintenance of the roadway is handled by St. Louis County, although there are certain tasks that are left undone, such as picking up sidewalk litter. In the future, together with a more attractive streetscape will come the need for a more robust maintenance program. How these new services are to be provided is a critical question, since the County is not in a position to do extra maintenance of landscaping, pedestrian lighting, or the multi-use path, to name three examples.

In addition, achieving the long-term vision shown as a possible design for each segment in Chapter 5 would depend on working out exact roles and responsibilities among the partners.

Through mechanisms such as a special tax district, such as a CID, TIFF or TDD as discussed above, an ongoing funding stream can be created to help finance these maintenance costs.
“When you come to a fork in the road, take it!”

– Yogi Berra